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PREFACE

A. STATUS OF THE PLAN

The State of New Jersey's first State Development and Redevelopment Plan (the "State Plan") was formulated in response to the mandates of the New Jersey Legislature contained in the New Jersey State Planning Act (the "Act"). The Act was signed into law on January 2, 1986. It created the New Jersey State Planning Commission (the "Commission") and required the Commission to prepare and adopt the State Plan, and to revise and readopt at least every three years thereafter. The Act also created a statewide planning process, called Cross-acceptance, to ensure that governments at all levels and the public participated in preparing the State Plan and in its periodic revision. The Act describes Cross-acceptance as:

"... a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and State plans. The process is designed to result in a written statement of agreement or disagreement and areas requiring modification by parties to the Cross acceptance." (N.J.S.A. 18A-202b.)

New Jersey's State Plan, including its Resource Planning and Management Map (RPM), is used to guide municipal and county master planning, State agency functional planning and infrastructure investment decisions. It is not appropriate to use the State Plan directly to formulate codes, ordinances, administrative rules or other "regulations." Such regulations should be formulated to carry out the master and functional plans of the responsible agencies.

Just as there are many ways that regulations can be formulated to carry out master and functional plans effectively, there are many ways that these master and functional plans can be formulated to be consistent with the State Plan. All New Jersey governments, and appropriate agencies thereof, are encouraged to review their plans with the goal of bringing them into "consistency" with the Provisions of the State Plan. Using the State Plan in this manner assures that:

- the integrity of existing planning and regulatory processes is maintained;
- planning is coordinated and integrated statewide;
- the State Plan does not interfere with the prerogatives of governments and agencies in carrying out their responsibilities; and
- the State Plan does not delay regulatory or other processes.

For further discussion of these issues, the reader is referred to *Section IV, Role of the State Development and Redevelopment Plan*.

PREFACE

1. Status of the State Development and Redevelopment Plan During Cross-Acceptance

The current State Plan remains in effect and continues to be implemented while the Interim Plan proceeds through Cross-acceptance. Only when the final plan is adopted by the Commission in 1999 will the current plan be superseded.

B. CROSS-ACCEPTANCE

Cross-acceptance is made up of three phases: the Comparison Phase, the Negotiation Phase and the Final Review Phase.

1. The Comparison Phase

Prior to initiating Cross-acceptance, the Commission conducted a series of meetings with the residents of New Jersey called "Listening to New Jersey." With the suggestions and recommendations from these meetings, and other public input, the Commission prepared the Preliminary Plan. Phase I, the comparison phase, began with the release of this Preliminary Plan by the State Planning Commission on September 2, 1997. The comparison phase centered around the counties/negotiating entities as they conducted a cross-comparison of the State Plan with county and municipal plans, maps and regulations. This process involved county officials, municipal officials and the general public in a dialogue that resulted in a Cross-acceptance report, prepared by the county. This report, which was forwarded to the State Planning Commission, described the level of consistency that has been attained by county and municipal plans and regulations with each other and with the State Plan since its adoption in 1992, and how that consistency can be enhanced. The Cross-acceptance report also documented any changes, including map changes (Planning Areas, proposed Centers, CESs, HCSs, Cores and Nodes), that the negotiating entity and its constituent municipalities wanted to see in a revised State Plan. The report also contained in some cases recommendations for proposed legislation or programs, or proposals for future studies. Any municipality disagreeing with the negotiating entity's report filed its own report with the State Planning Commission.

The Cross-acceptance manual contains more detail on the process.

2. The Negotiation Phase

Following the submission of the Cross-acceptance reports to the State Planning Commission, the Commission commenced the negotiation phase of Cross-acceptance in September 1998. These negotiations attempted to resolve any disagreements or inconsistencies between the Cross-acceptance parties. The Commission also began to review and consider for designation any Center petitions included in either a county or municipal Cross-acceptance report.

Any agreements reached during this phase on revision of the State Plan are reflected in this Interim State Plan prepared and approved by the Commission. The Interim State Plan will be the subject of an Impact Assessment. A complete list of agreements and disagreements will be published by the Commission in an official "Statement of Agreements and Disagreements."

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3. Final Review

With the information and resolutions gathered during the Comparison and Negotiation phases, and from the results of the Impact Assessment, the State Planning Commission will begin the task of preparing the final revisions to the State Development and Redevelopment Plan – the Final Review phase of Cross-acceptance. The purpose of the final review phase is to allow review of and accept comment on: the Interim Plan (as may be amended by the Commission based on the findings of the Impact Assessment), Infrastructure Needs Assessment, Statement of Agreements and Disagreements and the Impact Assessment of the Interim Plan. These documents will be the subject of at least six public hearings. Based upon the findings of these hearings, and any written comments submitted to the Commission, the Commission will consider and adopt the State Development and Redevelopment Plan no sooner than 30 days and no later than 60 days after the last of the public hearings.

Based on the documents, public hearings and notices, time frames and deadlines required by the State Planning Act. The Final Plan is expected to be adopted late in 1999.

4. Public Participation

Cross-acceptance is intended to be an open and thorough dialog that involves not only governments but the public at large as well. The State Planning Commission considers an inclusionary approach to Cross-acceptance critical to the success of the process. The term “public” is meant to be broadly interpreted. It applies not only to the individual citizen but to the many and varied for-profit and not-for-profit organizations throughout the State. These may include but are not limited to private businesses, trade groups, environmental associations, builders associations, housing advocates, professional organizations, utilities, planning organizations, community groups and agricultural organizations.

At a minimum, the public can participate in Cross-acceptance through the following means:

- Comments presented during the public comment period at the regular monthly meetings of the State Planning Commission and at any special public hearings conducted by the Commission;
- Submission of written comments to the State Planning Commission at any time up to 30 days after the last public hearing on the final Plan;
- Written or verbal communication with municipal and/or county officials involved in Cross-acceptance;
- Comments presented at meetings of the various committees of the State Planning Commission as they relate to the work of those committees; and
- Participation in advisory committees.

Pursuant to the State Planning Act and the State Planning Rules, there have been 21 public informational meetings regarding the Preliminary Plan (one in each county); and a public hearing in each county before the finalization of its Cross-acceptance report. In addition there will be at least six public hearings on the Interim State Development and Redevelopment Plan. These

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official meetings have been supplemented by numerous local meetings hosted by municipalities, counties and the State Planning Commission throughout Cross-acceptance.

I. INTRODUCTION TO THE INTERIM PLAN

A. OVERVIEW OF THE STATE PLAN

New Jersey is a State of abundant resources and a highly desirable quality of life. It has been blessed with a strong economy, and is well positioned to share in the benefits of national growth and prosperity. The State's resources and its quality of life are sensitive to the impacts of unplanned growth and development, however, and there are increasing signs that New Jersey's resources and quality of life are under siege. There is evidence in many parts of the State of a deterioration in the quality of life: traffic congestion, loss of agricultural lands, polluted streams, loss of wetlands, deteriorating Urban Centers, fiscal stress and other impacts of unplanned growth.

In recent decades, shifts in the State's development pattern and the aging of its urban infrastructure have led to decay and decline in many of the State's urban areas. While overall, jobs in the State have doubled over the last several decades, jobs in the major cities of the State have declined by more than 35 percent. Since 1950, hundreds of thousands of acres of rural and agricultural lands have been converted to sprawling subdivisions, a pattern of development that destroys the character of the cultural landscape, is inefficient in terms of public facilities, and services and devoid of the sense of place that has long defined the character of life in New Jersey. In turn, this sprawling, consumptive pattern of development has contributed to increased housing prices. Worse still, sprawl generates more vehicle miles of travel than more compact forms of development. Though New Jersey has more miles of highway per square mile than any other state, most of the State's interstate system is operating at or above capacity during peak periods of use.

1. The State Planning Act

If New Jersey wants to preserve and maintain its abundant natural, cultural, economic and social resources, and its quality of life, it must plan for its future. In 1985, the Legislature of the State of New Jersey adopted the State Planning Act, (N.J.S.A. 52:18A-196 et seq.) In the Act, the Legislature declared that the State of New Jersey needs sound and integrated "Statewide planning" to:

... conserve its natural resources, revitalize its Urban Centers,
protect the quality of its environment, and provide needed
housing and adequate public services at a reasonable cost while
promoting beneficial economic growth, development and
renewal

Under the Act, the State Development and Redevelopment Plan is to establish "statewide planning objectives" regarding land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services, and intergovernmental

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coordination. Sound and integrated statewide planning is the anticipated result of a statewide planning process that involves the active participation of State agencies and local governments in its preparation.

The State Planning Act recognizes and is based on the following principles:

1. *The future well-being of the State of New Jersey depends on equal and shared social and economic opportunity among all its citizens.*
2. *A reasonable balance between public- and private-sector investment in infrastructure is key to the fiscal health, economic prosperity and environmental integrity of the State.*
3. *Coordinated planning among the State and local governments can ensure that “economies, efficiencies and savings” are achieved regarding public- and private-sector investment in the State.*
4. *The revitalization of the State’s urban centers is necessary if all New Jersey’s citizens are to benefit from growth and economic prosperity.*
5. *The provision of adequate and affordable housing in reasonable proximity to places of employment is necessary to ensure equal social and economic opportunity in the State; achieving this end requires sound planning to ensure an adequate supply of available land that can be developed in an efficient growth pattern, and*
6. *The conservation of natural resources and the protection of environmental qualities are vital to the quality of life and economic prosperity of New Jersey.*

The State Development and Redevelopment Plan responds to these principles and establishes a vision and a plan for the future of New Jersey. It is intended to serve as a guide for how public policy decisions should be made at all levels of government to achieve the goals of the State Planning Act. The State Plan identifies these goals as well as strategies and public policy measures that, when applied by all levels of government, will shape growth in ways that will help achieve the intent and purpose of the State Planning Act.

2. Key Concepts

The State Planning Commission recognizes the importance of the idea of sustainable development as a potentially unifying theme for addressing the issues associated with development and growth in New Jersey. The concept of sustainable development presents fundamental opportunities to rethink and reshape the way we use land, energy and the environment, and to designing the kinds of places that will sustain an exemplary quality of life.

Planning has a great deal to offer – toward creating sustainable communities - places of enduring value. While many of the goals and policies discussed in the State Plan are not new or unique, the State Planning Commission believes that the vision of sustainable development has the potential to connect them in compelling ways. The following Key Concepts are presented in an

INTRODUCTION TO THE INTERIM PLAN

attempt to assist in achieving the goals of the State Plan, and additionally, to help transform the ideal of sustainable communities into a reality throughout New Jersey.

Planning that is comprehensive, citizen-based, collaborative, coordinated, equitable and based on capacity analysis is an essential prerequisite to achieving the goals of the State Plan, and

- creates clear intentions and expectations for the future to guide citizens, and both private and public sectors
- allows for the harmonizing of differing visions for the future held by various individuals and interests
- helps insure that our community, region and State's environmental, public facility and fiscal capacities are maintained and sustained
- allows communities, regions and the state to *monitor* progress and reassess plans at regular intervals
- guides public investment and reduces the need for detailed regulatory processes
- encourages public and private interests to share information and work together in partnerships
- ensures that stakeholders are treated fairly and justly.

Planning must be undertaken at a variety of scales and should focus on physical or functional features that do not always correspond to political jurisdictions.

- Transportation corridors, watersheds, airsheds, and economic regions are appropriate and desirable ways to organize planning efforts.

Planning must be closely coordinated with, and supported by, investment, programs and regulatory actions.

- Master plans, development regulations and capital improvement programs should reinforce each other and be compatible with the plans and practices of neighboring communities and other levels of government.

Planning should create, harness and build on the power of market forces and pricing mechanisms, while accounting for full costs of public and private actions.

- Techniques and concepts such as density transfers, emissions trading, transportation congestion and peak period pricing are examples of strategies that use market principles to achieve public policy goals at lower cost and with greater efficiency.
- Life cycle costs and indirect and external costs should be fully integrated into the planning process.

Prevention - of pollution, of excessive traffic congestion, of excess land consumption - must be a basis of our planning, investment and regulatory policies.

- Substantial efficiencies can occur when we design systems to avoid waste rather than react later to attempt to fix problems.

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The maintenance and revitalization of existing communities, especially Urban Centers, must be our first priority in expending resources.

- Our existing communities have physical assets and social traditions that are irreplaceable.
- Our fiscal resources do not allow us to continue to abandon land, buildings, neighborhoods and communities.

Development *and* redevelopment- be it residential, commercial, industrial or institutional - must be planned, designed and constructed to contribute to the creation of diverse, compact human scale communities — Communities of Place.

- Organizing development into Centers, with neighborhoods and mixed-use Cores and downtowns, results in lower public service costs, greater community and civic cohesion and identity, and reduces the consumption of land and energy.
- Civic, institutional and commercial uses should be integrated into the physical fabric of the community, and not be isolated in enclaves.
- Schools should be located to enable children to walk or bicycle to them.
- Centers must be planned to achieve balance - between jobs and housing, old and young, peoples of diverse income, housing types and costs, areas of intense development and open lands.
- Greenbelts surrounding Centers and networks of Greenways should help define and connect neighborhoods, communities and regions to each other.
- Opportunities must be created to redesign and retrofit auto-oriented, single use shopping, office and institutional developments into more diverse places with a mix of uses.

The mapping of Community Development Boundaries to identify areas for development and redevelopment and Environs protection in suburban and rural New Jersey; and the identification of Cores and Nodes as places for more intensive redevelopment in metropolitan New Jersey, serve as the preferred approaches for managing growth to achieve the goals of the State Plan.

- These locations should be planned and mapped in ways that achieve the Policy Objectives of the Planning Area in which they are located.

Citizen choice through access - to information, services, jobs, housing, community life - should be supported by physical design, public investment and government policy.

- Opportunities must be available to all people - be they in rural Centers, inner city neighborhoods or sprawling suburbs, and whether they are young, old, or have disabilities.
- Transit, pedestrian and bicycle systems should maximize access and mobility within communities and between them.
- The automobile must be accommodated, not promoted, with due regard for pedestrians and community and neighborhood amenities.
- Information can substitute for activities and processes that are more expensive and environmentally harmful (e.g., telecommuting versus auto commuting).

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The protection, restoration and integration of nature and natural systems enriches our lives, conserves our resources and protects the health of our citizens and biological resources.

- Designing *with* nature and providing *Green Infrastructure* can reduce the need for more costly conventional Infrastructure (e.g. river and stream corridors can provide for flood control; constructed wetlands can substitute for capital intensive wastewater systems; lighter colored materials and trees can reduce energy use in cities).

3. State Planning Goals and Strategies

The following statements summarize the State Planning Goals and Strategies including revisions proposed in this Preliminary Plan:

1. REVITALIZE THE STATE'S CITIES AND TOWNS

Revitalize cities, towns and other urban areas experiencing socioeconomic distress by investing public resources in accordance with current, Endorsed Plans to improve their livability and sustainability. Leverage private investments in jobs and housing, provide comprehensive public services at lower costs and higher quality and improve the natural and built environment. Level the playing field in such areas as financing services, infrastructure and regulation. Reduce the barriers which limit mobility and access of city residents, particularly the poor, to jobs, housing, services and open space within the region. Build on the assets of cities and towns such as their labor forces, available land and buildings, strategic location and diverse populations.

2. CONSERVE THE STATE'S NATURAL RESOURCES AND SYSTEMS

Conserve the State's natural systems and resources as capital assets of the public by promoting development and redevelopment in the Metropolitan and Suburban Planning Areas, and accommodating development in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.

3. PROMOTE BENEFICIAL ECONOMIC GROWTH, DEVELOPMENT AND RENEWAL FOR ALL RESIDENTS OF NEW JERSEY

Promote beneficial economic growth, development and renewal, and improve both the quality of life and the standard of living of New Jersey residents through partnerships and collaborative planning with the private sector. Capitalize on the State's strengths — its entrepreneurship, skilled labor, diversified economy, strategic location and logistical excellence — and make the State more competitive through infrastructure and public services cost savings and

INTRODUCTION TO THE INTERIM PLAN

regulatory streamlining resulting from comprehensive and coordinated planning. Retain and expand businesses, and encourage new businesses in Centers and areas with infrastructure. Encourage economic growth in locations and ways that are both fiscally and environmentally sound. Promote the food and agricultural industry throughout New Jersey as an industry through coordinated planning, regulations, investments and incentive programs — both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland.

4. **PROTECT THE ENVIRONMENT, PREVENT AND CLEAN UP**

POLLUTION *Develop standards of performance and create incentives to prevent and reduce pollution and toxic emissions at the source, in order to conserve resources and protect public health. Actively pursue public/private partnerships, the latest technology and strict enforcement to prevent toxic emissions and clean up polluted air, land and water without shifting pollutants from one medium to another, from one geographic location to another, or from one generation to another. Promote development and redevelopment in the Metropolitan and Suburban Planning Areas and accommodate development in Centers in the Fringe, Rural and Environmentally Sensitive Planning Area, to reduce automobile usage, land, water and energy consumption, and to minimize impacts on public health and biological systems, water and air quality. Plant and maintain trees and native vegetation. Reduce waste and reuse and recycle materials.*

5. **PROVIDE ADEQUATE PUBLIC FACILITIES AND SERVICES AT A REASONABLE COST**

Provide infrastructure and related services more efficiently by supporting investments based on comprehensive planning and by providing financial incentives for jurisdictions that cooperate in supplying public infrastructure and shared services. Encourage the use of infrastructure needs assessments and life cycle costing. Reduce demands for infrastructure investment, by using public and private markets to manage peak demands, applying alternative management and financing approaches, using resource conserving technologies and information systems to provide and manage public facilities and services, and purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate.

6. **PROVIDE ADEQUATE HOUSING AT A REASONABLE COST**

Provide adequate housing at a reasonable cost through public/private partnerships that create and maintain a full range of attractive, affordable housing, particularly for those most in need. Create and maintain housing in the Metropolitan and Suburban Planning Areas and Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, at densities which afford greater efficiencies of scale to support transit and reduce commuting time and costs, and

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at locations easily accessible, preferably on foot, to employment, retail, services, cultural, civic and recreational opportunities. Support community-based housing initiatives and remove unnecessary regulatory and financial barriers to the delivery of housing at appropriate locations.

7. **PRESERVE AND ENHANCE AREAS WITH HISTORIC, CULTURAL, SCENIC, OPEN SPACE AND RECREATIONAL VALUE**

Enhance, preserve and use historic, cultural, scenic and recreational assets by collaborative planning, design, investment and management techniques. Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites. Support the important role of the arts in contributing to community life and civic beauty.

8. **ENSURE SOUND AND INTEGRATED PLANNING AND IMPLEMENTATION STATEWIDE**

Use the State Plan as a guide to achieve comprehensive, coordinated, long-term planning based on capacity analysis and citizen participation, and to integrate planning with investment, program and regulatory land use decisions at all levels of government and the private sector, in an efficient, effective and equitable manner. Ensure that all development, redevelopment, revitalization or conservation efforts are consistent with the Statewide Policies and Resource Planning and Management Structure of the State Plan.

9. **GENERAL PLAN STRATEGY**

***ACHIEVE ALL STATE PLANNING GOALS** by coordinating public and private actions to guide future growth into compact forms of development and redevelopment, consistent with the policy objectives of each Planning Area, and to support the maintenance of capacities in infrastructure, environmental, natural resource, fiscal, economic and other systems.*

4. Statewide Policies

Statewide coordination of planning will be achieved through the application of the Plan's "Statewide Policies." These Policies are designed to improve both the planning and the coordination of public policy among all levels of government so that we can overcome existing problems and not create new problems in the future. The Statewide Policies address eighteen substantive areas of concern:

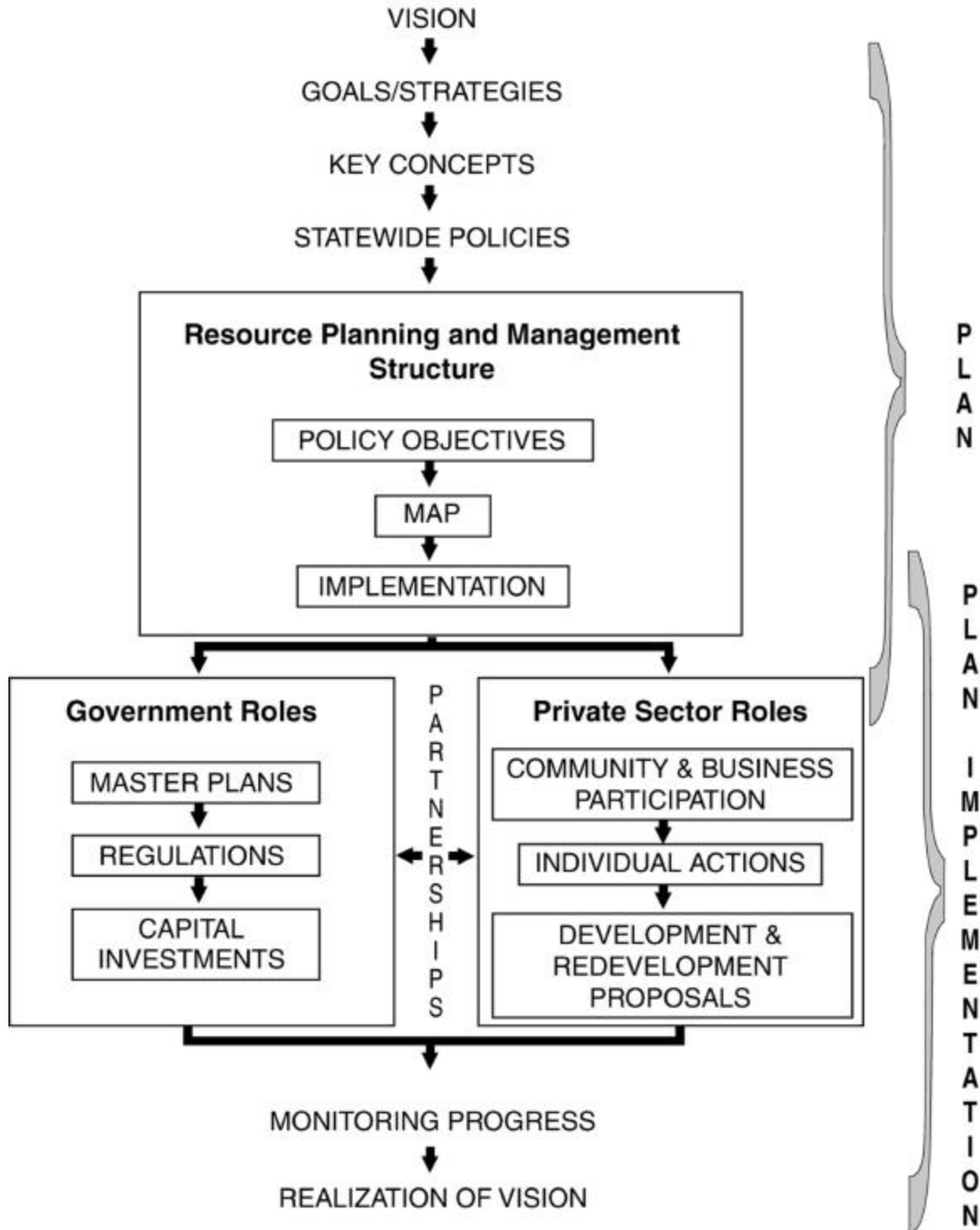
- Equity
- Public Investment Priorities
- Economic Development
- Housing
- Historic, Cultural & Scenic Resources
- Comprehensive Planning
- Infrastructure Investments
- Urban Revitalization
- Transportation
- Air Resources

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- Water Resources
- Energy Resources
- Agriculture
- Areas of Critical State Concern
- Open Lands and Natural Systems
- Waste Management, Recycling & Brownfields
- Coastal Resources
- Design

Statewide Policies are designed to improve intergovernmental coordination of planning in a complex, highly diverse state. They will not, in and of themselves, lead to the patterns of development necessary to achieve the Goals of the Act. They need to be applied to public and private decisions through a management “structure” that accounts for the geographic diversity of the State and the unique opportunities and constraints that this diversity presents in terms of achieving the Goals of the Act. The Plan calls this structure the “Resource Planning and Management Structure.” See diagram on the next page.

STATE PLAN STRUCTURE



5. Resource Planning and Management Structure

The Resource Planning and Management Structure identifies the types of compact forms of development that are desirable and necessary to assure efficient infrastructure and protection of natural and environmental resources in the various regions of the State. It also identifies the regions of the State within which there are critical natural and built resources that should be either protected or enhanced in order to achieve the Goals of the State Planning Act. The compact forms are called “Centers,” the areas outside of Centers are called the “Environs” and the regions in which they are found in are called “Planning Areas.” The Resource Planning and Management Structure includes policies and a Resource Planning and Management Map (RPMM) whose boundaries and criteria were negotiated during the Cross-acceptance phase of the current State Plan. The official RPMM is mapped at a scale of 1 in. = 2,000 ft. (1 to 24,000).

Planning Areas

Planning Areas are large masses of land (more than one square mile in extent) that share a common set of conditions (specified in the RPMS), such as population density, infrastructure systems, level of development or natural systems. They serve a pivotal role in the State Plan by setting forth Policy Objectives that guide the application of the State Plan’s Statewide Policies within each area, guide local planning and decisions on the location and size of Centers within Planning Areas and protect or enhance the Environs of these Centers, in Planning Area 3 through 5. In all cases, the application of Planning Area Policy Objectives serve to achieve the Goals of the State Planning Act. In no case, however, do Planning Areas function in any way as analogous to zoning classifications.

The Planning Areas are:

- **PA 1 Metropolitan Planning Area**
- **PA 2 Suburban Planning Area**
- **PA 3 Fringe Planning Area**
- **PA 4 Rural Planning Area and PA 4B Rural/Environmentally Sensitive Planning Area**
- **PA 5 Environmentally Sensitive Planning Area and PA 5B Environmentally Sensitive/Barrier Island Planning Area**

The Planning Areas (e.g., PA 5) are geographically delineated in the Resource Planning and Management Map, to reflect the conditions (e.g., environmentally sensitive natural resources) that the Act requires the Plan to address through policies (e.g., Statewide Policies on Natural and Cultural Resources). Because each Planning Area has different characteristics, it is unique and requires a unique set of Policy Objectives. These Policy Objectives orient the application of Statewide Policies to assure proper development of the Centers and Nodes and adequate protection of their Environs where appropriate, all within the context of each Planning Area’s unique conditions. The capacities of infrastructure, natural resource and other systems should be major considerations in planning the location and intensity of growth in each Planning Area.

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Critical Environmental Sites and Historic and Cultural Sites

The Resource Planning and Management Structure relies upon the Environmentally Sensitive Planning Area as a primary means of protecting and managing the State's natural and environmental resources. Yet the State Plan recognizes that there are important natural and environmental resources found throughout the State. The Plan refers to these sites as "Critical Environmental Sites," and it recommends that much of the intent and many of the other relevant provisions of the Environmentally Sensitive Planning Area apply to these sites in all Planning Areas.

The State Plan also recognizes that there are many historic, cultural and scenic sites through out the State which need to be identified so as to apply the Historic, Cultural and Scenic Statewide Policies. To apply these policies the Commission has created, within the Resource Planning and Management Structure, "Historic and Cultural Sites." These sites are to be identified during the Cross-acceptance and the county and municipal master planning processes.

Centers and Environs

The State Plan contemplates the following five types of Centers:

- **Urban Centers**
- **Towns**
- **Regional Centers**
- **Villages**
- **Hamlets**

Centers are compact forms of development that, compared to sprawl development, consume less land, deplete fewer natural resources and are more efficient in the delivery of public services. The concept of Centers is the key organizing principle for new growth and development in the State. Centers have a core of public and private services and a community development area surrounding the core defined by a "Community Development Boundary." The Community Development Boundary of a Center defines the geographic limit of planning for development of the Center. In the Fringe, Rural and Environmentally Sensitive Planning Areas, the boundary should be drawn to delineate the limit of future extension of a Center's capital facility services and, therefore, the geographical extent of its future growth.

Areas outside of the Centers' community development boundaries are the "Environs" of the Centers, and these environs should be protected from the impacts of development within the Centers and from other sources. Growth otherwise planned for the Environs should be focused in Centers to help ensure the maintenance of large contiguous areas of farmland environmentally sensitive land and other open lands. Wherever possible, Centers should be surrounded by Greenbelts where appropriate to contain growth and provide opportunities for agriculture, recreation and other natural resource needs.

In the Metropolitan Planning Area and the Suburban Planning Area, cores, -traditional downtowns and neighborhoods and nodes, -mainly highway-oriented concentrations of

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commercial/manufacturing activities, - areas of more intensive land use - should be maintained, retrofitted or developed to serve as compact mixed use focal points for public and private investment.

The amount of growth that should occur in any particular Center and its Environs, cores or nodes, depends upon its capacity characteristics, and the unique opportunities and constraints presented by the Planning Area in which it exists. Centers and their Environs should be planned and maintained so that they develop a unique character and “sense of place,” attributes of desirable communities described in “2020 Vision” as “Communities of Place.”

6. Role of the State Development and Redevelopment Plan

Tracking Progress In Meeting State Plan Goals

The State Planning Act requires that the Plan contain indicators to monitor progress in meeting State Plan goals. Sixteen key indicators are proposed for this purpose.

How The State Plan Should Be Used

The State Plan is different from functional State agency plans and municipal and county master plans. The State Plan is not a regulation but a policy guide for State, regional and local agencies to use when they exercise their delegated authority. For example, the State Plan does not automatically change the criteria for the issuance of a State permit, but it does contemplate that the agency responsible for issuing permits should review its plans and regulations in light of the State Plan and make appropriate modifications to reflect the provisions of the Plan, if such modifications are within the scope of the agency’s authority. If the necessary modifications would exceed the agency’s authority, it should seek to obtain the authority through normal legislative or rule-making processes. Similarly, when county and municipal master plans are updated, they should be modified to reflect the provisions of the State Plan. In these ways, the intent of the State Planning Act is achieved through existing lines of delegated authority and through existing implementation processes.

The State Plan also will be important when the State of New Jersey makes infrastructure and other investment decisions. The State Plan will serve as a guide to when and where available State funds should be expended to achieve the Goals of the State Planning Act. The principal source of this guidance is provided by the State Plan’s Statewide Policies, including but not limited to the policies on Public Investment Priorities as they are applied in accordance with the Policy Objectives for each Planning Area.

It is the position of the State Planning Commission that a basic policy in implementation of the State Plan is to achieve the public interest goals of the State Planning Act while protecting and maintaining the equity of all citizens. It is the intent of the State Planning Commission that the benefits and burdens of implementing the State Plan should be equitably distributed among all citizens of the State. Where implementation of the goals, policies and objectives of the State Plan affects the reasonable development expectations of property owners or disproportionately affects the equity of other citizens, agencies at all appropriate levels of government should

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employ programs, including, for example, compensation, that mitigate such impacts to ensure that the benefits and burdens flowing from implementation of the State Plan are borne on an equitable basis.

Table 1. Key Indicators of Progress in Meeting State Plan Goals

Desired Trend	
Ŷ	<i>1. The degree to which local, county, regional, state agency and federal plans and practices are consistent with the State Plan.</i>
ß	<i>2. The cost of eliminating the backlog and deferred rehabilitation of public infrastructure systems</i>
ß	<i>3. The level of distress experienced by the 100 most distressed municipalities compared to the level of distress experienced by all other municipalities</i>
Ŷ	<i>4. The proportion of the state's new development and redevelopment located in Planning Areas 1 and 2 or within the Community Development Boundary of Centers in Planning Areas 3, 4 and 5 (outside the jurisdiction of the Pinelands and Meadowlands Commissions).</i>
ß	<i>5. The amount of developed land per capita and per job.</i>
Ŷ	<i>6. The proportion of all trips made by transit, bicycling and walking.</i>
ß	<i>7. The consumption of energy on a per capita and per job basis.</i>
ß	<i>8. The generation of solid waste on a per capita and per job basis</i>
Ŷ	<i>9. The amount of land permanently dedicated to open space and farmland preservation.</i>
Ŷ	<i>10. Conformity of state air quality with federal standards</i>
Ŷ	<i>11. The proportion of potable water supplies that meet all standards.</i>
Ŷ	<i>12. Proportion of the State's water bodies that support aquatic life.</i>
ß	<i>13. Percent of New Jersey households paying less than 30 % of their pre-tax household income towards housing.</i>
Ŷ	<i>14. The amount of farmland protected from development through permanent agricultural preservation programs and the amount of farmland in active production.</i>
Ŷ	<i>15. Gross state product per capita.</i>
ß	<i>16. Unemployment rate</i>

B. 2020 VISION - COMMUNITIES OF PLACE

“New Jersey, the nation’s most densely populated State, requires sound and integrated Statewide planning and the coordination of Statewide planning with local and regional planning in order to conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal. . . .” (State Planning Act)

What will New Jersey look like and how will New Jersey function 20 years into the 21st century? There are choices to be made now that will affect New Jersey for decades to come. Although many positive steps have been taken in recent years to set the State on a steady course towards a vibrant, prosperous and sustainable future, much still needs to be done to ensure that outcome. A comprehensive course of action is needed, a long-range strategic plan - the State Plan.

What would New Jersey be like in 2020 with the goals and strategies of the State Plan carried out by in partnership between government and the citizens of our state?

1. Vision of New Jersey in 2020

In the year 2020, decisions regarding the location, type, and scale of development, redevelopment and conservation efforts will be made with the understanding that all aspects of life in New Jersey are interconnected and interdependent. In other words, no one geographic area or population is immune or untouched by the problems affecting another.

Developing and maintaining our communities and our natural resources and assets with due regard for the needs of present *and future* generations is a new social ethic underlying all action, whether it’s in the planning, governing or funding arena. This perspective has engendered new ways of looking at both problems and solutions, with new tools for measuring progress that take into account our ‘capital’ assets of land, air and water, as well as the creation of incentives to *prevent* problems before they get out of hand, be they environmental, public facilities, or community distress. The public and stakeholders participate in the creation of *indicators* - measures to see how well we have achieved our economic, environmental and equity goals - and vigorously debate and collectively implement ways to more effectively attain these goals.

This striving to create greater sustainability has had a powerful and positive impact on New Jersey’s cities, towns and other urban areas. Strategically located, brimming with human talent and potential, supplied with and served by concentrations of plentiful and efficient transportation systems, a plentiful diversity of housing and available redevelopable land, our cities are livable and healthy. They have a new energy, and a renewed commitment to creating a better quality of life. Building strong partnerships and creating strategic plans among government agencies, private companies, non-profit organizations and community groups to maximize the advantages of our cities has been key. By working together to achieve certain goals, these partnerships

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ensure that resources are targeted and used judiciously, eliminating redundant and unnecessary efforts.

The opportunities presented by available brownfields sites have led businesses to return to these areas, creating well paying jobs, revitalizing neighborhoods and enhancing tax bases.

Community-based organizations have built housing, incubated and managed businesses, and provided education and human services in cooperation with city hall. Daily amenities have improved, with the rehabilitation of parks, the opening up of waterfronts and creeks to public use, the redesign of streets and neighborhoods to improve traffic and public safety, a renewed commitment to pedestrianism and public transit, and the flourishing of the arts and culture. Our urban areas are green - trees purify the air, cool the hot summers and help conserve millions of dollars otherwise spent on energy. These public and private partnerships have also led to reductions in crime, safer streets, based on community policing, and to dramatic improvements in public schools allowing our youngsters to receive a quality education. For the first time in many years, people of all ages and all economic and education levels are choosing to live in New Jersey's cities.

The reenergizing of New Jersey's cities has had a dramatic ripple effect on the rest of the state. Stronger tax bases created by a more prosperous urban population have benefited the entire state fiscally.

Implementation of the State Plan has significantly changed the look of New Jersey's suburban landscape. We no longer see spread out and isolated office and retail complexes, and suburban residential subdivisions located in areas lacking pre-existing services, resources or infrastructure, and only accessible by automobile through overly congested roads. Many of these shopping and office centers have been retrofitted or redeveloped over time to make them more accessible and more pleasant places to work and shop. Housing has been added, transit brought in, and pedestrian walkways created. Developers and towns realized that this transformation of the suburban landscape was advantageous for both the public and private bottom lines. These areas have evolved in a much more positive direction while maintaining the character and values that led many to seek out suburbia - privacy, security, beauty and convenience.

Our rural areas have accommodated new growth and achieved new vitality while maintaining the rural character and landscape so important to all the citizens of New Jersey. This has been achieved through cooperative planning between farmers, landowners, local governments and the development community. The development of higher value added, specialty crops, increased technical assistance and programs to support farming as a profitable and productive enterprise benefiting all of New Jersey has led to an increase in the number of young farmers and even in some cases the cultivation of agricultural lands abandoned in earlier decades. Rural development and redevelopment has been channeled largely to our existing hamlets, villages, towns and Regional Centers while compact, carefully planned and designed new Centers are located in areas that minimize disturbance to agricultural lands and lands with environmentally sensitive resources. Large contiguous areas of farmland and other open lands have been preserved to ensure the future viability of agriculture and maintain a rural environment. Tourism in our farming,

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highlands and shore regions has flourished while impacts on our natural landscape have been minimized through careful design.

The State's commuter and light rail systems are fully integrated, enabling people to travel throughout the State and to neighboring states with maximum convenience and minimum delay. Using the State Plan, along with population and employment growth projections as their guide, transportation authorities have strategically targeted communities with substantial need for improved services, and built or rebuilt bus and/or rail lines in those areas. This strategic planning has enabled both State and local agencies to minimize overlap and avoid costly misdirected efforts. Residents get the services they need and are able to reach a wide variety of destinations in a timely, economic and reliable manner. As a result, the percentage of New Jerseyans who use public transit has risen rapidly over the last two decades. This increased freedom of economical, efficient travel around the State has also given people greater choices in the number of Centers where they can live, work and play.

Fewer New Jersey residents are choosing to use private vehicles as their main mode of transportation. Our communities are being designed to accommodate pedestrians and bicyclists, as well as cars, through the use of traffic calming devices, better repair of road and walkways and better signage. Beyond making our communities more attractive and convenient for walking and bicycling, there has been a significant decrease in injuries and fatalities due to accidents with automobiles. Major arteries are still crowded but they flow smoothly. New Jersey's once large backlog of infrastructure needing repair has been virtually eliminated.

The State's public use aeronautical facilities are an integral part of the State transportation system which supports interstate commerce. They are helping communities to energize business development and are significant economic generators for their area. Many have been developed as intermodal transportation facilities.

Both national and regional business have taken notice of these improvements in the state's facilities and services. More and more companies are starting up in New Jersey or are choosing to make New Jersey their home. A sound business climate, a streamlined regulatory process, an enhanced quality of life, and the lowering of costs through the provision of cost-effective public services has led New Jersey to become the most prosperous state in the union.

Many of the above-mentioned changes have had a powerful and positive effect on New Jersey's environment. Planned compact growth helps curtail the destruction or irreversible altering of natural resources. Throughout New Jersey, we all have a much greater understanding and appreciation of how interdependent our economy, communities and quality of life are with the State's natural resource systems. We have learned that the choice between jobs and the environment is a false one. When we destroy or irrevocably alter our natural systems, we inevitably end up paying a much greater price. For example, building on flood plains and destroying wetlands devastates the land's natural capacity to control flooding. We have learned how to design *with* nature, to match our needs with their essential processes, so that we both benefit and thrive. In addition, financial incentives and regulatory reform have resulted in the development of "green businesses" and technologies that provide jobs and profits while improving the environment.

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We have made the transition from a system of strict regulations to one of cooperative goal-setting and flexible means of achieving those goals. Conservation incentives and regulatory strategies to increase competition and harness private markets for the public good reduce energy costs, while emissions trading - on land and water - reduces the cost of restoring and maintaining air and water quality. Cooperative planning, often based on watersheds, has led to the more effective protection of environmental resources and the maintenance of large contiguous tracts of open lands so essential to healthy ecosystems. As a result, many of New Jersey's indigenous species have rebounded from previous population lows and are flourishing. Eco-tourism continues to grow in popularity and importance to local economies.

New Jersey's waterways and coastal areas are prospering, attracting large numbers of visitors throughout the year as well as supporting a healthy commercial fishing industry. Careful planning along New Jersey's coast has helped prevent irreparable damage to the delicate beach environment. Planned recreation areas along rivers and adjacent cities, towns and rural areas, provide a wealth of opportunities for nature lovers as well as sports enthusiasts.

2. Communities of Place

Throughout the State you find Communities of Place! We know when we enter them, and we know when we leave them. Whether they are located in our most densely populated metropolitan suburbs or in our most sparsely settled rural areas, they are distinct from their environs. They have evolved and been maintained at a human scale, with an easily accessible central core of commercial and community services. They have recognizable natural and built landmarks that provide a sense of place and orientation. Communities of Place are:

DYNAMIC, offering a variety of lifestyles, job opportunities, cultural and recreational activities, and shopping conveniences;

DIVERSE, where new residents can choose among reasonably priced single-family homes, townhouses, and higher density apartments and condominiums;

COMPACT, with employment, residential, shopping and recreational opportunities; group or public transportation nearby; and environs or clear edges that define the community; and

EFFICIENT, because they are in municipalities and counties that cooperate with other governments in the provision of water, sanitary sewage services, solid waste disposal, public transportation services or other expensive public services.

Communities of Place exist everywhere. They are unique section of a city, a suburban neighborhood or a town or village in a rural municipality. They have a core of public, private and cultural services, a well-designed neighborhood service area and environs or edges, that help define and support them. Regardless of their size, Communities of Place function as social and economic units and have a vibrant community life. In metropolitan areas where development is continuous, they are distinguishable by a change in the urban fabric, street layout and housing design, type and age. In suburban and rural areas, they often are surrounded by open land.

Communities of Place are not just ideal communities. They are thoughtfully planned, wisely managed and carefully nurtured communities that emerge from the everyday decisions of

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concerned citizens and public officials at every level of government. They are sustainable communities they grow and change without sacrificing their future quality of life. Communities of Place in New Jersey will give us vital urban areas, reasonably priced housing and public services, a clean environment and a strong economy that benefits all the State's citizens. They do not just happen! They are the result of planning ahead, investing public resources strategically and cooperating with other governments to achieve shared goals.

Public opinion polls suggest that New Jerseyans strongly support the idea of Communities of Place. New Jerseyans believe that the cities can be revitalized, and they want as much future development as possible to occur there. They want patterns of development in suburban areas that will produce less congestion, more affordable housing and reasonable access to public transportation. They support compact development instead of sprawl in the State's major transportation corridors, and they are least supportive of development of the rural countryside.

New Jerseyans want their communities to be free of crime, to have a clean and healthful environment, to provide good schools for their children and to have a pleasing physical appearance. They believe having access to public transportation close to their homes is important. While they support economic growth, if more growth means more traffic congestion, pollution and higher taxes, they would prefer less growth. To accomplish these objectives, they recognize, and support, the need for the State to play a more active role in coordinating and managing growth.

By implementing the State Plan, New Jersey has been confirmed as a State whose citizens enjoy a wealth of opportunities and choices, who are involved with the planning process and have a say in the growth of their state. As a result, growth is planned, predictable, viable and sustainable, and in the long run, benefits the State as a whole.

3. Back to the Present

What will New Jersey look like in 2020? It is up to us, and the choices we make today. Creating a comprehensive, strategic plan based on extensive research, sound planning methodologies and engaged public input assures New Jersey and its people of a positive future, one bright with dynamic economic opportunities, maximized human potential, and healthy environmental, historical and cultural resources.

In the pages that follow, you will see more specifically how the New Jersey State Development and Redevelopment Plan will achieve the goals set by the State Planning Act.

II. THE STATEWIDE POLICY STRUCTURE

Many of the State's environmental and infrastructure problems result from a lack of coordinated and integrated planning and inconsistent or uncoordinated decision-making by agencies at all levels of government. Decisions on economic growth, environmental protection, transportation, affordable housing and other matters must be mutually reinforcing and consistent if the State's quality of life is to be maintained and improved. Otherwise, the planning and decisions of individual agencies will be compromised by decisions of other agencies that are based on inconsistent goals, strategies and policies.

A. STATEWIDE GOALS AND STRATEGIES

The State Plan responds directly to legislative mandates of the State Planning Act. These mandates are presented below as State Goals. Strategies for each Goal set forth the general approach taken by the State Plan to achieve the Goal, and provide the policy context for the Plan. The General Plan Strategy sets forth the pattern of development necessary to achieve all the Goals. Each goal has a *Vision* describing what conditions would be in 2020 with the goal achieved. The Visions are written in the present tense but refer to conditions as they could be in the future. Each goal also gives *Background* on the area covered by the goal, and a list of *Related Plans* which should be used to achieve the goal.

STATEWIDE POLICY STRUCTURE
REVITALIZE THE STATE'S CITIES AND TOWNS

1. Revitalize the State's Cities and Towns

Strategy

Revitalize cities, towns and other urban areas experiencing socioeconomic distress by investing public resources in accordance with current, Endorsed Plans to improve their livability and sustainability. Leverage private investments in jobs and housing, provide comprehensive public services at lower costs and higher quality, and improve the natural and built environment. Level the playing field in such areas as financing services, infrastructure and regulation. Reduce the barriers which limit mobility and access of city residents, particularly the poor, to jobs, housing, services and open space within the region. Build on the assets of cities and towns such as their labor force, available land and buildings, strategic location and diverse populations.

Vision of New Jersey in 2020

In the year 2020, “Urban” New Jersey has changed. Still the home of one-third of the State’s population and half of the State’s employment, urban areas in New Jersey — its cities, towns, older metropolitan suburbs and even its older rural towns — have become vibrant places of prosperity and vitality. People are now choosing to live in urban areas in order to better enjoy the many economic, social, and recreational benefits derived from an urban lifestyle. We have revitalized our cities and towns in ways that not only meet immediate needs for housing, jobs and safety but also in ways that have made them more enjoyable, and economically, environmentally and socially sustainable.

Planning and Governance

This sustainability has evolved and taken root through new forms of interdependent partnerships. Guided by local and regional revitalization plans they have prepared by consensus, local city and town governments are combining their efforts with neighboring communities, the county, the larger region and the State, creating and implementing viable, accountable and cost-effective strategies to resolve common problems and concerns. Community development corporations are increasingly involved in providing housing, human services, jobs and training for neighborhood residents, empowering them to get involved in the rejuvenation of their own communities.

Economic Development

Unemployment has declined and significant numbers of new jobs have been created. The climate for business has improved, as city governments provide better services at lower costs, and as derelict land and buildings are recycled quickly and inexpensively for reuse by other businesses. New businesses, many started by city residents, form to tap into the substantial purchasing power of the region’s residents. A well trained labor force of city and regional residents continues to be created through targeted public/private training and educational partnerships.

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Job opportunities are created for city residents in mixed use Centers throughout the region by providing new convenient and affordable transit connections. Cities and towns are once again central places for the arts, entertainment and specialty shopping. The accessibility and concentrated purchasing power of New Jersey's urban areas has led to a revival of theater, museums and galleries, concerts, professional and amateur sports, and other forms of entertainment.

Housing

The combination of significant numbers of new and rehabilitated houses with effective community-policing programs has created vital, growing and safe neighborhoods. Housing is generally available for individuals and families of diverse ages, incomes, cultures and lifestyles.

Public Facilities and Services

New partnerships among government, public and private organizations are combining efforts and resources, and sharing facilities and equipment to provide public services at lower cost and higher quality. Bus and rail lines, shuttle vans, and bicycles provide economical and ecologically beneficial alternatives to the automobile, with convenient and affordable access to regional jobs, shopping and tourism. By strategically targeting infrastructure investments, backlogs in maintenance and rehabilitation of roads, bridges, transit lines, sewers, parks, schools and other public buildings have been eliminated. Twenty-four-hour access to information and ideas through enhanced telecommunications services provides a viable alternative to physical transportation when only the exchange of information or ideas is required, and has helped to increase citizen involvement in government.

Case Study: Newark

There is genuine opportunity for revitalization in Newark, New Jersey's largest city. Its competitive advantages fall into four areas:

Strategic Location: *Accessible to a world-class port, and international airport, and interstate highways.*

Local Market Demand: *Inner city markets with a total family income of over \$2 billion annually, are wide open, being currently poorly served - especially in retailing, financial and personal services.*

Integration with Regional Clusters: *Surrounded by world-class clusters in such areas as transportation, pharmaceuticals, academics and research, communications, and the arts.*

Human Resources: *To take full advantage of its resources, Newark and all inner cities, must overcome deeply entrenched myths about the nature of its residents - one, that inner city residents do not want to work and opt for welfare over gainful employment; and two, that the inner city lacks entrepreneurs. Newark's inner city has numerous social services providers, social, fraternal and religious organizations through which significant opportunities for entrepreneurship are channeled.*

— Michael E. Porter

*C. Roland Christensen Professor of
Business Administration
Harvard Business School.*

*"Inner-city Newark has advantages; let's
use them."*

The Star Ledger, April 9, 1996, p. 13.

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Human Resource Development

New forms of education and training have been created in response to the diverse needs of urban residents. "Schools without walls," integrated into community centers, charter schools, effective distance learning and other collaborative programs provide a thorough, efficient and equal education for all students as well as vocational training for the whole community. Human services are provided in ways that respect and respond to the whole person or family. Prevention replaces crisis management.

Natural Resource Conservation and Environmental Protection

Improved water quality and safe and convenient access to waterfronts have made seasonal activities like fishing, boating and swimming even more popular among urban residents. Marshes have been restored, and trails, walkways and greenways connect

In Trenton, 150,000 tons of food are grown in community gardens each year.

neighborhoods and surrounding communities. Community gardening projects have enhanced property values, rejuvenated the soil and strengthened community bonds. By planting and maintaining trees and shrubs, neighborhoods are as much as 3 to 5 degrees cooler, reducing energy use, cleaning the air and stimulating neighborhood revitalization. New technologies enable rooftops and old factory sites to grow crops and support fish farming.

Urban Design

It is no accident that New Jersey's cities and towns are among the most attractive places in which to live and work in the 21st century. By applying new design criteria, waterfront areas, corridors, neighborhoods and gateways are improved with each new development, brownfields redevelopment, and infrastructure project. Streets are full of lights, benches, plazas, parks, public art and public spaces in which people meet, talk and build a strong sense of community.

Revitalization for Sustainability

New Jersey's urban areas are thriving, growing, and working — in other words, becoming more *sustainable*. They have become more economically and fiscally sustainable due to increases in jobs and incomes, and the strengthening of the tax base. They have become more environmentally sustainable due to increases in energy efficiency, greenery, and air and water quality. They have become more socially sustainable because neighborhoods have been strengthened through improved education, health and safety as well as through closer connections with neighborhoods and communities throughout the region.

Background

The State Planning Act acknowledges the essential role of our urban areas, our cities and towns, in the general prosperity of our State.

Historically, New Jersey's cities and towns, like urban centers throughout the United States, have been the focal points of commerce, industry, government, culture and education. Each

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New Jersey city and town was developed as a result of a particular location, market niche or a set of public decisions, leading to a different economic and social profile. Such communities as Long Branch, Asbury Park and Atlantic City thrived as a result of their dual role as shore tourism magnets and central cities. Communities such as Vineland and Newton were centers of services for surrounding farming and rural uses. Paterson developed an extensive manufacturing base as a result of its access to power generated from the Great Falls of the Passaic River. Elizabeth and Newark became major manufacturing and distribution centers given their central location in the northeast corridor. On the Delaware River, Trenton and Camden developed diversified manufacturing bases.

Today, the precipitous decline in manufacturing, employment and the movement of office and service employment to suburban, and even rural areas, in New Jersey and throughout the country, has substantially eroded the population, tax and employment base of many of our cities and towns. This erosion has been accompanied, in many cases, by levels of crime and a quality of public education perceived by many to be less attractive than in suburban New Jersey. The loss of both private and public sector resources has placed disproportionate burdens on the ability of many cities and towns to revitalize themselves.

The challenge facing New Jersey cities, towns and, indeed, State government, counties and all sectors of our society, is threefold: we must redefine the role of our cities and towns in the emerging regional and world economies, we must provide the right mix of public incentives, private investment and municipal and community-based initiatives that capitalize on the traditional strengths of cities, and we must develop and identify new opportunities for revitalization.

New Jersey cities and towns have already responded with a variety of strategies and approaches toward revitalization, frequently establishing partnerships with local businesses, faith-based and non-profit organizations, with county, State and Federal government agencies, and with the initiatives of individual local civic leaders. Main Street programs, Urban Enterprise Zones, housing rehabilitation and community gardens are examples of such programs. While the strategies may vary widely in their emphasis on particular economic sectors, they have a number of characteristics in common. These characteristics are recognized and advocated to be the cornerstones of policy at all levels of government for revitalization. The State Plan recognizes that effective urban revitalization policies must be:

- ***broadly based***, integrating social, cultural, economic, fiscal and environmental approaches;
- ***collaborative***, involving all sectors of a local community — citizens, businesses, government, schools, cultural and faith-based groups and community organizations;
- ***regional***, involving linkages between cities and larger regions within the State and across State lines; and
- ***flexible***, recognizing the unique history and characteristics of our cities and towns.

The State Plan recommends four broad approaches to an effective urban policy:

- ***leveling the playing field*** in such areas as financing services, providing adequate infrastructure, and reducing the disproportionate effects of regulatory requirements;

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- ***supporting place-based revitalization*** efforts within cities and towns as represented by the Governor's neighborhood empowerment strategy, the Federal Empowerment Program and spontaneous efforts initiated at local levels, within the context of regional plans and strategies;
- ***reducing the barriers*** which limit mobility and access of city residents, particularly the poor, to jobs, housing and open space within the region; and
- ***building on assets of cities and towns*** such as their labor forces, available land and buildings, strategic location, and diverse populations.

More specifically, the State Plan approach to revitalization has four interrelated strategies:

- ***Develop, and regularly revisit, plans.*** Neighborhood, city and regional plans, created with broad based public sector, private, profit and nonprofit sectors, should detail the opportunities for revitalization, the techniques to be used, the financial resources to leveraged and the results to be expected.
- ***Link the resources and opportunities of cities and towns to their larger regions.*** Improvements to transit services that enable suburban residents to come into work and visit cities more comfortably and more conveniently need to be matched by programs to provide access for city residents to jobs, educational, cultural and other opportunities in the larger region through frequent, convenient and affordable public transportation.
- ***Find ways to deliver public services and facilities at lower cost and higher quality.*** Partnerships between city hall and community groups and the judicious use of the private sector in reengineering public facilities and services, particularly to those most disadvantaged, is essential to maintaining competitive cost structures with other communities while providing the often higher level services needed by many city residents and sectors.
- ***Most directly related to the State Plan, change in the way that land is developed and redeveloped in our cities and towns.*** We must capitalize on the enormous opportunities provided by the reuse of existing facilities, vacant sites and brownfields, while recognizing the costs of restoring aging infrastructure. Legislative and administrative progress in reforming our brownfields cleanups, providing incentives for redevelopment, and creating opportunities for private entrepreneurs to invest in urban locations can and should lead to new industrial, commercial and office and institutional development at costs comparable to those on suburban or rural greenfields sites. In addition, the design of our facilities, our buildings, and our open spaces, is a critical component in attracting people and jobs, keeping neighborhoods safe and secure and providing amenities. Residents and visitors to cities and towns should have the same right and opportunity to experience the riverfront and stream vistas, parks and open spaces, tree lined streets and plazas, the finest architecture and urban design available in both public and private settings.

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Revitalizing the State's cities and towns cannot be a simple matter of restoring them to their former glory, but rather of *transforming* them. To be sustainable, a new vision of the economic and social role each community will play within a larger region should be developed and pursued *collaboratively* in the context of a Regional Strategic Plan. The State Plan advocates the creation and coordination of Endorsed Strategic Revitalization Plans for municipalities and centers experiencing distress. Strategic Revitalization Plans increase the detail and broaden the scope of Regional Strategic Plans to include health, social services, education and public safety planning at regional (Urban Complex), municipal and neighborhood scales:

- ***Urban Complex Strategic Plans*** identify and respond to the interrelationships that exist between an Urban Center and at least two other neighboring municipalities with regard to such conditions as social demographics, commerce and employment, social services, cultural and recreational facilities, health services, education, wastewater treatment and water supply, public safety, transportation and housing. Urban Complex Strategic Plans should promote regional efficiencies through interjurisdictional coordination and cooperation, and should target public investments within the urban complex to achieve the greatest impact on these conditions. These plans are prepared by the participating municipalities in collaboration with the host county or counties. To the extent that an Endorsed Urban Complex Strategic Plan includes the elements of Municipal Strategic Revitalization Plans, it may substitute for individual revitalization plans for its constituent municipalities.
- ***Municipal Strategic Revitalization Plans*** should outline a municipality's problems, capacities and potential opportunities for revitalization and define a specific action program. Strategic Revitalization Plans should be developed by municipalities experiencing distress and seeking to revitalize, and should receive assistance from State, regional and county agencies and school districts in mapping out their strategies and actions for transforming themselves into revitalized communities, and in establishing the vision and economic relationships defined in the Regional Strategic Plan, and provide guidance to community groups in preparing Neighborhood Empowerment Plans.

Hudson County Urban Complex Strategic Plan

In January 1999, the State Planning Commission recognized Hudson County and its 12 municipalities as the first Urban Complex under the State Plan. The blueprint for the future growth of the complex took the form of a strategic revitalization plan prepared through a joint county-municipal multi year planning process. The plan's 20 year vision foresees over \$3.67 billion of capital improvements in the county ranging from transit systems to schools, over 23,000 new housing units, 17.4 million square feet of new industrial space, 63,000 new residents and 173,000 new jobs. This vision is supported by a detailed implementation agenda that provides specific direction in 23 areas including mass transit, technological infrastructure, port development, labor force and housing.

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<p style="text-align: center;"><i>Strategic Revitalization Plans</i></p> <p style="text-align: center;"><i>The State Plan promotes revitalization planning efforts on three scales, each linked to Regional Strategic Plans and with each other, to most effectively identify and address issues involved in revitalizing the State's urban areas.</i></p>	
<i>Type</i>	<i>Scale</i>
<i>Urban Complex Strategic Plans</i>	<i>Inter-municipal level, revitalization elements optional (Urban Center & surrounding municipalities)</i>
<i>Municipal Strategic Revitalization Plans</i>	<i>Municipal-level (municipalities experiencing distress)</i>
<i>Neighborhood Empowerment Plans</i>	<i>Place-based, neighborhood/community level</i>

- ***Neighborhood Empowerment Plans*** are prepared by neighborhood councils (with assistance from the Department of Community Affairs, Community Development Corporations, and other State agencies through the Urban Coordinating Council). Neighborhood Empowerment Plans are the place-based, neighborhood-by-neighborhood strategies for urban revitalization in New Jersey's cities advocated by the Urban Redevelopment Act and the State Plan. Like the Strategic Revitalization Plans, Neighborhood Empowerment Plans provide an assessment of the local community's strengths and weaknesses, outline the community's long- and short-term goals, describe how the community will both attain economic development and address quality of life issues, and focus on neighborhood restoration.

Related Plans

Other plans and programs related to revitalization include:

- ***Federal Empowerment Zone/Enterprise Community plans/programs*** (various): This program targets Federal resources to projects identified in a community-generated plan.
- ***A Unified State Plan for New Jersey's Workforce Readiness System*** (1996): Updates the policies and recommendations of the New Jersey State Employment and Training Commission.
- ***Urban Enterprise Zone Plans*** (various): State sales taxes are reduced and remaining revenues are reinvested for capital projects and programs associated with redevelopment in each enterprise zone designated by the State.
- ***New Jersey Economic Master Plan*** (NJ Economic Master Plan Commission, 1994): This plan set out fostering local initiatives, promoting job training and providing financing mechanisms to spur new business development as approaches to revitalizing the urban core, one of four key strategies to ensure the long-term prosperity of the State.

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- ***Municipal Redevelopment Plans*** (various): These plans are authorized under the New Jersey Local Redevelopment and Housing Act (N.J.S.A. 40A:12A-1 et seq.) and may be incorporated into land use elements of municipal master plans pursuant to the Municipal Land Use Law (N.J.S.A. 40:55D-89e).
- ***Neighborhood Empowerment Plans*** (various): These neighborhood-generated plans receive coordinated State agency assistance in their development and implementation through the Urban Coordinating Council, which overlaps membership with the State Planning Commission.

STATEWIDE POLICY STRUCTURE
CONSERVE THE STATE'S NATURAL RESOURCES AND SYSTEMS

2. Conserve the State's Natural Resources and Systems

Strategy

Conserve the State's natural systems and resources as capital assets of the public by promoting development and redevelopment in the Metropolitan and Suburban Planning Areas, and accommodating development in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the use of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.

Vision of New Jersey in the Year 2020

In the year 2020, years of environmental education and progressive initiatives have made New Jersey's communities and industries stewards of natural systems and resources, and New Jersey a national model of resource planning and protection. Communities understand the critical relationship between land use and natural systems, utilize environmental resource inventories prepared by their environmental when preparing and updating local plans and ordinances and when reviewing development proposals. Their goal is to insure that new growth can be sustained by the natural and built infrastructure. Industries use resource conserving technologies in concert with County and State agencies who use advanced information systems to model natural system capacity for permit programs. The capacity of natural systems to control non-point source pollution and flooding has been maximized in part by using natural systems for purifying and channeling stormwater. Urban Centers and developed areas have also begun incorporating natural systems into their storm water management plans.

Forests, free-flowing streams, rivers and wetlands are fully-functioning parts of the natural flood control system in the State. The interdependent connections between land use, water quality, water supply and flood control are now expressed in a regulatory climate that relies on integrated and collaborative watershed-level planning that links activities to the sustainable capacity of the natural systems. State and local agencies and the private sector coordinate plans for land use, flood control, water supply, water quality, stormwater and wastewater. The State's water supplies - headwaters of rivers, collecting areas for reservoirs, aquifer recharge areas and well fields - are protected through coordinated local plans and regulations.

Enabled by public and private acquisition through stable and permanent funding sources, efforts to maintain large contiguous tracts of upland forest, fresh and salt water wetlands, grassland and farmland have resulted in a record number of preserved acres of habitat. Record sightings of migratory species, particularly songbirds, are reported each year. There are now more nesting pairs of bald eagles and ospreys around the State than in the past 150 years. Communities have come to regard local rivers and estuaries as amenities and have protected them as interconnected blue corridors for the benefit of residents and animal and plant species alike.

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Similarly, green corridors vein through urban areas and connect even our most dense development to supporting natural areas and to one another.

New Jersey's coastlines and coastal waters are protected from overuse, unplanned development and ocean discharges through a cooperative planning and permitting-process among state, county and local communities. The fragile barrier beach ecosystems have regenerated. All citizens have access to public beaches. "Across the State, the loss of identified critical areas, including steep slopes, aquifer recharge areas and scenic vistas, has decreased dramatically, due to an increased awareness of the multiple economic and ecological roles these sites perform."

Background

Overview

One look at a map of New Jersey and it is obvious that we have an intricate relationship with the natural systems that shaped the state. Ocean, barrier islands, estuaries, rivers shaped the edges of the land. The State's first cities - Newark, Paterson, and Elizabeth, for example - were located to take advantage of water systems for power generation, access and processing. The utilization of our many natural resources gave us our edge in transportation, agriculture and manufacturing. However, a lack of understanding, education and information led to inappropriate location and development and poor management practices which resulted in degraded quality of rivers, streams and harbors; a loss of public access; loss of wetlands that nurture our fishing and shellfish industry; loss of habitat for many species; and a general diminishment of natural system integrity.

Local Environmental Planning

The value of the state's natural systems and resources as capital assets is often forgotten. Inappropriate land use and development practices have added to the degradation of our water quality, open spaces, air quality and critical habitats. In response to the increasing stress placed on New Jersey's resource base, the New Jersey Legislature adopted legislation in 1968 which allows the creation of environmental commissions as non-elective, advisory arms of local government (N.J.S.A. 40:56A). Environmental Commissions are authorized to index or inventory natural resources and open spaces and prepare plans for their protection and use. Environmental Resource Inventories (ERI), provides citizens, officials, and decisions-makers with comprehensive information about local conditions and natural resources. Comprehensive ERIs are a necessary, sound and defensible foundation for the capacity analyses and planning decisions.

For instance, the ERI for a community which relies on a combination of surface and ground water supplies, should contain the location information on critical slopes and aquifer recharge areas, factors which need special consideration for water supply, sediment control, water quality and critical habitats. With this information, local officials can determine the capacity for recharge for local water supplies, project the amount of water use to be expected over time, and

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determine the natural system capacity for sustainability. Changes could be made to land use and development ordinances to minimize effects on water quality and promote sustainable resource use, using the ERI to justify and support the changes.

Water & Soil Resources

From the Appalachians in the northwest, remnants of some of the oldest mountains on earth, to the ever shifting shoreline of the Atlantic Ocean that defines its eastern edge, New Jersey's geology harbors, filters and conveys much of the 1.5 billion gallons of water used daily in homes, businesses, industries and farms. Of the 1.2 billion gallons of potable supply water used each day, half flows through streams, rivers and reservoirs that collect the rain that falls on the land of the contributing watershed. The quality of this water is related to the land use and development within the watershed. The other half of

our potable supplies resides in unseen aquifer systems, below the surface of the watershed, but still vulnerable to inappropriate development and management practices that contribute to pollutants, or prohibit resource renewal by paving over recharge areas. Unlike surface supplies, however, deep aquifer systems are also vulnerable to "mining" or overuse. When the use of a coastal aquifer exceeds the rate of recharge of new water to that system, the aquifer is susceptible to salt water intrusion. In these instances, communities either abandon the wells for alternate supplies or invest in a highly specialized treatment system. Several of New Jersey's coastal municipalities have experienced the effects of salt water intrusion

Case Study: Monmouth Environmental Council

- *Established to address environmental issues by watershed and provide a forum for municipal interaction.*
- *Developed a comprehensive county-wide map detailing drainage beds, watersheds, soil, geography, climate and vegetation for nine watersheds.*
- *Established nine Regional Environmental Councils.*
- *Created an environmental permit monitoring program to track the cumulative effects of permit activities throughout Monmouth County.*
- *The county can now analyze cumulative development impacts on natural resources on a regional basis.*

The DEP is taking steps to shift many of its permitting and regulatory activities to a more integrated system based on watershed management. The State contains more than 100 individual stream systems that have been aggregated into twenty watersheds and grouped into five basins for permit and management plan development. Among the benefits of the watershed management approach will be more effective use of monitoring stations, improved coordination for permitting, and opportunities for regional-based planning for resource protection.

Global climate change is an issue that is now being carefully studied worldwide. Global warming could affect New Jersey in the future through wider swings in the drought/rainfall cycle and through changes in patterns in flooding along the coast and inland. Municipalities should start to

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assess their vulnerability to the potential impacts of climate change and develop action plans to respond to the possibility of more frequent and intense storm events.

Plant & Animal Resources

Even though New Jersey is one of the smallest and the most densely populated state in the union, it is ecologically unique, overlapping very different southern and northern plant and animal communities. Ecosystems integrity is a measure of the capacity of ecosystems to renew themselves. It is the degree to which all ecosystem elements - species habitats and natural process - are intact and functioning well enough to ensure sustainability and long-term adaptation to changing environmental conditions and human uses. Loss of a species means a change to relationships within a system. It can also mean a loss of a something with aesthetic and cultural values that is difficult to measure.

New Jersey has 2117 known native plant species; 15% currently endangered and nearly a third are categorized as species of conservation concern. The state is also home to 90 mammal species, 79 reptile and amphibian species, more than 400 fish species and approximately 325 species of birds. In addition, about 1.5 million shorebirds and 80,000 raptors make migratory stopovers in New Jersey each year. Like the plant species, about a third of the known vertebrate animal species are classified as either rare or endangered. One of the principal reasons for this is the destruction of habitat. Most wildlife needs a significant contiguous area to survive and thrive. For instance, some bird-species cannot sustain breeding populations in forests smaller than 250 acres. Even low density suburban development tends to fragment open space. The Cape May Peninsula, an important stopover for migratory birds, has experienced an estimated 40% habitat loss in the past 20 years, even though a significant amount of open space is already protected. The cumulative impacts of development alter the ability of forest and wetland systems to filter air and water and to provide critical habitat. In addition, development often creates chronic disturbance and toxic contamination, both of which seriously threaten species breeding capability.

New Jersey directly protects rare species and manages for biodiversity 31,284 acres in 42 Natural Areas. These sites contain some of the rarest ecological communities on pristine coastal sand dunes, in lush Atlantic white cedar swamps and protective flood plain forests. They range in size from 11 to 3,800 acres. Many of the species in these reserves serve as indicators of the environmental health of the State.

New Jersey's efforts to preserve its large mammals and birds, including the black bear, bald eagle, peregrine falcons and osprey, have met with some success over the last 25 years. The number of breeding pairs of bald eagles has continued to increase; the statewide total is now 14 pairs. Their recovery, however, continues to be threatened: toxic contamination is a serious problem for three pairs, five pairs are threatened by habitat disturbance and three by chronic disturbance. On the other hand, there is an increased need for effective management of plant and animal species, such as deer in New Jersey and for broad public education campaigns on this issue.

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More than 50 species of fish and shellfish are harvested commercially in New Jersey, for an annual dockside value of \$95 million. Populations of several species, such as striped bass, weakfish and summer flounder, are making significant recoveries. Other species, unfortunately, remain at low levels.

The State's 208,354 acres of State Forests and 192,299 acres in Fish and Wildlife Management Areas, plus State Parks, Natural Areas and Recreation Areas, as well as private forests, serve several important functions. Some of them form contiguous areas large enough to provide habitat for the State's native plants and animals. They also allow for the continued development of a biologically diverse environment which is vital to New Jersey's environmental health as a whole. Areas characterized by singular biological makeup are limited in the opportunities they offer to plant and animal species. But taken together, a bog, hardwood forest, grassland and wetlands provide a wealth of habitats for a wide variety of plants and animals, allowing them the space and opportunity to carve out special niches. All of these factors affect how natural systems operate and how we are impacted by them. This is why it is so important to preserve each of New Jersey's many different ecosystems, to ensure all of us a richer environment and more spectacular natural resources.

In aerial photographs, approximately half of New Jersey is covered by trees and much of that tree cover is in fully developed areas. Trees in urban areas are also vital parts of New Jersey's environmental capital, filtering particles out of the air, abating street level turbulence and reducing heat build up in paved surfaces. In 1996, DEP completed a three-year long assessment of street trees in New Jersey which found a dangerous lack of species diversity in street trees, a high rate of poor health, a low rate of maintenance and no trees at all in many of the sites intended for street trees. This study is expected to become a useful tool in the future management of trees in the urban environment.

Related Plans

- **New Jersey Statewide Water Supply Plan** (DEP 1996) - *Water for the 21st Century* is a complete revision of the Water Supply Master Plan as adopted in 1982 in response to the Water Supply Management Act. It is a functional plan covering the State's water supply availability and demand as well as setting forth statewide water supply initiatives.
- **New Jersey Statewide Flood Control Master Plan** (DEP 1985) Adopted as per the Emergency Flood Control Bond Act of 1978, this plan compiles data on flood histories, flood control efforts and areas with flood potential.
- **Rules on Coastal Zone Management** - The Coastal Area Facility Review Act as amended in 1993, is a comprehensive management strategy for use in reviewing and approving certain types of development activity in the coastal zone.
- **New Jersey Statewide Water Quality Management Plan** - The Statewide Water Quality Management Plan was adopted in 1985 in response to the federal Clean Water Act which requires states to prepare water quality plans for all surface waters and to have a

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“continuous planning process.” The plan provides a standard for limiting the impacts of various projects and activities upon water quality.

- **National Environmental Performance Partnership (NEPPS)**, DEP, 1995 and following - NEPPS was established by the US Environmental Protection Agency (USEPA) and the Environmental Council of States as a system providing states greater flexibility in addressing environmental problems and reducing federal oversight by setting a series of environmental goals and indicators. A formal agreement (known as the Performance Partnership Agreement) is developed between the states and USEPA outlining the activities that each will undertake to incorporate the results of the self-assessment and indicators into environmental management.
- **New Jersey's Environment 1998** - This is the first year of an annual State of the Environment report from DEP, presenting a host of environmental indicators assessing the quality of New Jersey's environment. Meant to serve as a baseline for measuring progress, the report provides the foundation for improving our understanding of the goals and challenges facing our efforts to improve the state of New Jersey's environment. Along with the Strategic Plan and NEPP, it is meant to encourage greater and more informed participation in environmental decision-making. This document was used in the development of the Background text for several goals in the SDRP.
- **County & Municipal Master Plans (in addition to the Land Use element)**
Conservation element - An optional element under the MLUL for municipal master plans that provides “for the preservation, conservation and utilization of natural resources, including, to the extent appropriate, energy, open space, water supply, forests, soil, marshes, wetlands, harbors, rivers and other waters, fisheries, endangered or threatened species... and other resources, and which systematically analyzes the impact of each other component and element of the master plan on the present and future preservation, conservation and utilization of those resources.”

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***3. Promote Beneficial Economic Growth, Development and Renewal for
All Residents of New Jersey***

Strategy

Promote beneficial economic growth, development and renewal and improve both the quality of life and the standard of living of New Jersey residents through partnerships and collaborative planning with the private sector. Capitalize on the State's strengths — its entrepreneurship, skilled labor, diversified economy, strategic location and logistical excellence — and make the State more competitive through infrastructure and public services cost savings and regulatory streamlining resulting from comprehensive and coordinated planning. Retain and expand businesses, and encourage new businesses in Centers and areas with infrastructure. Encourage economic growth in locations and ways that are both fiscally and environmentally sound. Promote the food and agricultural industry throughout New Jersey through coordinated planning, regulations, investments and incentive programs — both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland.

Vision of New Jersey in the Year 2020

In the year 2020, New Jersey enjoys a strong and vigorous economy, achieving the highest per capita income in the US, while at the same time reducing its cost of living. This new prosperity extends throughout the state, impacting residents regardless of whether they live in northern, southern or central New Jersey. Geographic location no longer serves as an economic indicator. Once distressed rural and urban communities experience improving income and employment opportunities. The disparity between these communities and traditionally wealthier suburbs is rapidly diminishing.

Regional cooperation, between cities and suburbs, counties and regions, in addition to New York and Pennsylvania, provides enhanced market opportunities and improves our competitive status in the global marketplace. Purchasing power that was formerly expended out of state for food, entertainment, arts and culture, energy and retail goods, is now being exercised in New Jersey, increasing jobs and income for our residents.

The State has taken a strong leadership role in supporting economic development by promoting a close and constant collaboration with the private and non-profit sectors. Regulatory processes are transformed by cooperative efforts at goal setting and maximum flexibility for attainment of standards. The creative use of markets reduces public and private costs and helps achieve State Plan goals. Pollution prevention strategies reduce the need for costly regulation and remediation activities, while encouraging investments in production processes which actually lower costs. New “green businesses” use raw materials from renewable sources, generate few emissions and produce a product or service that is either environmentally benign or mitigates an environmental problem. Conservation incentives and regulatory strategies to increase competition reduce

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energy costs while emissions trading, on land and air, reduces the cost of restoring and maintaining air and water quality. New measures of economic performance and well being taking into account quality of life, the depletion of natural resource and other factors formerly considered externalities, have been created and are used to guide decisions.

Real estate costs are restrained or reduced by the provision of ample land zoned for moderate and high density development, through vigorous programs for the maintenance of the existing housing stock and through the redevelopment of obsolete or underutilized facilities on sites with available infrastructure. Costs are also restrained by a planning and regulatory system which insures that development occurs in cost-effective locations and that projects are built in reasonable periods of time.

State and local governments have also dramatically cut their own costs while increasing productivity. This has been achieved by sharing services and capital facilities, overhauling management practices, reinventing personnel policies, implementing conservation policies, and adopting new technologies, while still expanding services, such as timely and accurate information for existing and prospective businesses. Enlightened planning results in growth that is well managed and fiscally balanced.

State transportation policies have consistently taken a strategic approach to economic development. New Jersey has effectively become the logistics center for the Northeast region, taking full advantage of its geographic location and continually expanding and improving the performance of its intermodal transportation system. Increasing volumes of both freight and passengers are moved by rail. The success of the Secaucus, Montclair and Midtown Direct connections spurred a new era of reinvestment in transit system upgrade and expansion, and the new and extended rail and bus lines continue to increase mobility to jobs and reduce pressure for investments in highway construction. At the same time, greater flexibility in local zoning allows home occupations to flourish.

New Jersey's high technology industries and research institutions provide an increasing number of high-skill jobs. In partnerships with government and academic institutions, industry-driven technology parks continue to spur the revitalization of our cities. The innovations and inventions created in New Jersey in industries such as telecommunications, pharmaceuticals, biotechnology and others unknown just a few years ago are capitalized upon *in* New Jersey. Small and micro business thrives as financing, technical assistance, fiscal and regulatory policies support entrepreneurial efforts, particularly in cities and towns. The "Main Street" economy has been revitalized, with housing and offices increasingly occupying upper level spaces, due in part to vigorous efforts by Business Improvement Districts and other public/private ventures.

While traditional tourism-oriented regions, such as the Highlands and the Shore, continue to attract visitors on a year-round basis, the revitalization of urban areas and rural centers, and the vigorous expansion of eco-tourism, agri-tourism, arts and cultural tourism and heritage corridors provide additional tourism-related employment throughout the state. Economically viable and environmentally-sustainable natural resource-based industries and activities, along with marinas and fisheries are also flourishing.

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As a major industry that uses land not just as a platform for economic activities, but as a ‘raw material’ for production, the food and agricultural industry has a special place in New Jersey’s economy, and it has been enhanced and sustained. New Jersey agriculture has been known for its expertise in placing exports, as well as for its intensive, value-added and niche farming and marketing, which other agricultural areas have copied and followed. Young farmers enter the industry in greater numbers. The productivity of our farmland, good soil, ample rainfall, its proximity to markets, the good linkages to the food processing and packaging industries, the technical support given by the State through regulatory reforms, tax policies and policies to encourage investments and protective ordinances adopted by rural communities offset the lower costs and larger land areas available to New Jersey’s competitors throughout the country. Farmland loss has slowed dramatically, with development occurring in existing Centers and in carefully planned new Centers. Large contiguous areas of productive farmland have been preserved, ensuring the sufficient land base necessary for a viable industry.

The early transformation of New Jersey’s agriculture to low impact farming methods which minimize pesticide use and contribute to natural resource protection, the conversion to high-value products, and the successful diversification of income sources offers a much studied and emulated model of 21st century agriculture. Additionally, the recognition of the important role which farms can play in the education of our children, the successful adaptation to the realities of global warming and climate change, and the seamless integration of farming into the surrounding communities are being emulated regionally and nationally. Public education efforts focusing on the benefits of farmland to communities, and the widespread adoption by municipalities of a variety of land use techniques for agricultural protection enhance agriculture’s relationship with surrounding land uses. The small town and rural life-style associated with agricultural areas remains an attractive feature of New Jersey life.

People and businesses *want* to come to New Jersey, as our enviable quality of life, superior educational systems, record in the protection of open space in country and town alike, and cost-effective public services create the conditions that maintain and attract businesses and workers.

Background

New Jersey’s economy provides over 3.6 million jobs. Health services, with over 311,000 jobs, and business services with over 250,000 jobs, are the largest employers in the state according to the Bureau of Labor Statistics and New Jersey Department of Labor (NJDOLE). The pharmaceutical industry, which leads the nation in employment and output, is another important employer. Travel and tourism are also becoming increasingly tied to the existence and development of historical, environmental and cultural resources.

New Jersey’s economy, like much of the Northeast, has been transitioning from manufacturing to services. The NJDOLE reports that from 1970 to 1995 New Jersey gained 1,189,300 service-producing jobs while shedding 366,600 goods-producing jobs. Goods-producing industries’ share of total employment dropped from 38% in 1970 to 17% in 1995, while the

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share of service-producing industries grew from 48% in 1970 to 67% in 1995. Although continuing to contract, manufacturing in New Jersey is now much more productive than elsewhere in the nation, with a gross state manufacturing product per worker in 1991 of \$56,095, compared to \$47,731 nationally. The State's manufacturing sector has successfully transitioned from a low-skill, low value-added, labor intensive sector to a highly-skilled, capital intensive, high value-added one.¹

New Jersey is a high cost / high income state, particularly in the Northern and central areas — it has one of the highest housing costs in the nation (45% above the national average), and the second highest household income. From 1980 to 1996, New Jersey's per capita income grew from \$11,648 to \$31,053, maintaining its rank as second only to Connecticut. This robust growth in the statewide average, however, masks significant income disparities, which are reflected in financial hardship for those state residents not sharing in this prosperity.

According to the 1990 Census, 7.6% of the State's population and 13.4% of households were below the federally-defined poverty level, and over 430,000 households were considered "very low income" (earnings of 50% or less of median family income). As a result of income disparities and high housing costs, nearly one third of New Jersey households are cost-burdened, and/or live in overcrowded and substandard housing.² High housing costs are considered a major constraint to attracting and retaining an educated, high-skilled labor force in New Jersey.

New Jersey's income disparities have a compelling geographic dimension. Economic restructuring has been characterized by a massive outward migration from cities and inner suburbs to newly developing suburban growth corridors, 'edge cities' and rural areas. This outward growth has been haphazard and unbalanced, with municipalities competing for ratables without a strategic vision for sustainable growth and fiscal balance.

Another constraint to economic development in New Jersey is the often costly, time-consuming and complex regulatory process required to obtain approvals to build and operate new businesses. Employers seeking to locate new facilities are hindered by development policies which vary from town to town and often change over time. The sometimes arduous and costly process of identifying sites, negotiating the provision and financing of sewer or water facilities, and seeking single-function permits from local, state, county and regional agencies can screen out all but the most motivated developers and employers.

New Jersey's pivotal location and extensive transportation system provide essential support to the state's economy. Three major deepwater ports, an expansive highway system, an aging but extensive rail system, airports, heliports and other aeronautical facilities allow the easy movement of people and goods not only within the state, but also to the outside world,

¹ Hughes & Seneca New Dimensions of National and Regional Output and Productivity: New Jersey's Economic History Revisited. Rutgers Regional Report Issue Paper #12, January 1995.

² For more information, see Housing goal and NJDCA Comprehensive Housing Affordability Strategy. FY94, page 34.

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enhancing our export opportunities. Opportunities for international trade are increasing dramatically, and New Jersey's annual exports reach almost \$20 billion.³ The chemical/pharmaceutical industry is the leading exporter, followed by electronic equipment and industrial machinery. Further growth in exports will depend on our ability to maintain the accessibility of our sea and airports, as well as on the creation of new partnerships to provide technical support to small- and medium-sized businesses.

New Jersey is responding to its economic development challenges with a variety of initiatives, which invariably involve partnerships between the public and private sectors. The Commerce and Economic Growth Commission is the state agency with the primary mission of enhancing New Jersey's economic growth and renewal. The New Jersey Economic Development Authority provides a variety of loan and technical assistance programs for business. Prosperity New Jersey, a public/private partnership, was formed in 1995 to develop joint initiatives to strengthen New Jersey's economy. Improvements in the regulatory process have been spearheaded by state agencies, with coordination through the Secretary of State and the Commerce and Economic Growth Commission. Labor force training and recruitment is facilitated through promising partnerships between our colleges, secondary schools, and business organizations. The State Employment and Training Commission's "Workforce Readiness System" represents one such initiative.

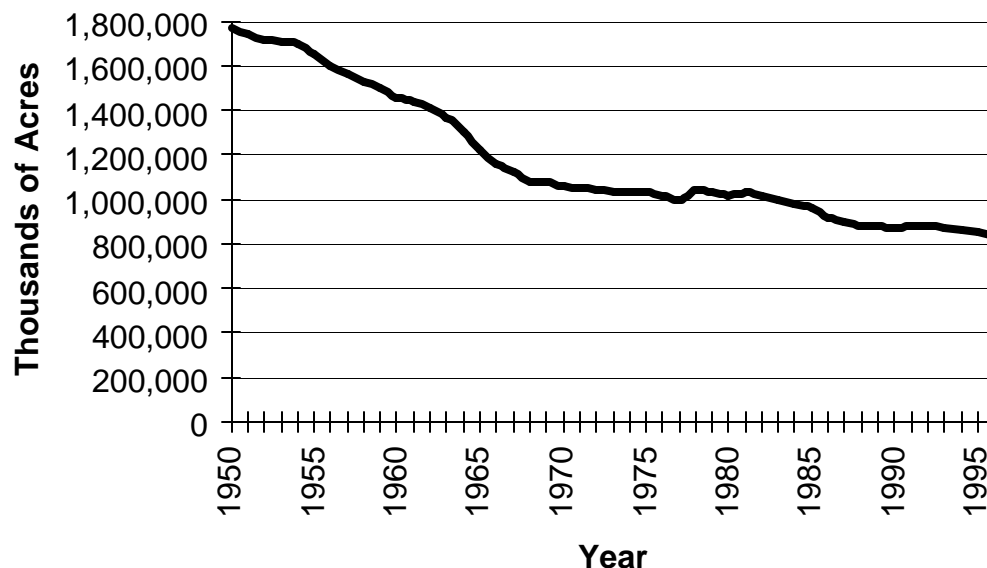
Other initiatives include regional public/private partnerships to support economic development, such as the Greater Newark Regional Partnership, the Southern New Jersey Development Council and the Monmouth/Ocean Development Council. Some counties and municipalities have economic development offices and/or coordinators. The Municipal Land Use Law authorizes local master plans to include economic development elements; however, a survey by OSP of master plans on record shows that less than 10% of municipalities have such elements.

³ \$19.6 billion in 1995. See NJ Review and Economic Outlook 1996-97 Council of Economic Advisers, January 1996.

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Agriculture

Table 2. Land in Farms, 1950—1996



Source: New Jersey Department of Agriculture

New Jersey has 830,000 acres of farmland in production, according to the 1998 Annual Report of the NJ Department of Agriculture. A FARMS Commission report indicates that agriculture employs 20,000 workers and accounts for 16,000 other jobs. Production agriculture and associated support industries contribute over \$1.2 billion a year to the economy. In 1998, New Jersey's 9,600 farms had \$777 million in cash receipts. New Jersey exports \$200 million in agricultural goods annually, and exports are increasingly important to our agriculture. Exports are mostly processed foods and kindred products, which link agriculture with New Jersey's extensive manufacturing sector.

While New Jersey's agricultural industry is quite diverse, in 1998 the state had only half the farmland (from 1.77 million acres in 1950 to 830,000 acres in 1998) and one third of the farmers that it had in 1950. While losses averaged around 40,000 acres a year through the 1950s and 1960s, farmland loss has slowed in recent decades. Since the late 1960s, farmland loss has averaged around 10,000 acres a year.

According to the NJ Department of Agriculture, New Jersey has the second most expensive farmland in the nation, but also the highest income per acre. High costs, conflicts with other land uses and the contraction of a rural network of services and institutions has turned farming into a high-risk business in many parts of the state. Business volume has also declined. The constant encroachment of new residential and other land uses on farmland and the lack of protective measures in many communities create further uncertainty and risk. In addition, New Jersey's

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agriculture today must compete globally. Improved transportation has made our markets accessible to farmers beyond our borders. To both compete and take advantage of this world economy, New Jersey farmers need public policy support from State government. Such support would require ease and enhance agricultural access to foreign markets, modern technology, public facilities and services, education and skills training, and finance capital.

An effective agricultural strategy must create a climate that supports agriculture statewide, and plan for future economic growth and development in rural areas in ways that promote the continuation of agricultural land use, without unduly undermining property values in those areas. Government can set the stage for meeting these challenges by developing and implementing policies that enhance the economic viability of farming.

In response, the State, some counties and a few municipalities, have led an aggressive campaign to preserve farmland. Purchase of Development Rights has many advantages, including retention of the land on tax roles, leaving management in private hands and lower cost than outright purchase. The adoption of farmland preservation programs beginning in 1983 and total SADC expenditures of \$109 million have resulted in the permanent protection of approximately 47,300 acres in 15 counties. In 1998 the adoption of the Governor's open space/farmland initiative by the voters should result in an additional 500,000 acres of farmland permanently protected.

Recent grant, loan and marketing programs, the adoption of right-to-farm ordinances in many municipalities and the active participation of County Agricultural Development Boards, the Farm Bureau and the State Agricultural Development Committee have brought new energy to the task of creating and maintaining agriculture as a viable industry. Farmers' markets have been successful in opening new channels for marketing local products; while urban gardens have been successfully used as stabilizing elements in urban neighborhoods. On the other hand, existing tools for farmland protection, such as clustering have been used effectively by only a few municipalities.

The SDRP provides a two-pronged approach to agriculture. First, Statewide Policies are designed to provide an effective agricultural strategy throughout the State. Second, the Planning Areas guide development toward Centers, protecting outlying agricultural areas from development pressures and from suburban residents' concerns about necessary farming operations that are perceived as nuisances. The State Plan supports future economic growth in rural areas in ways that promote the continuation of agricultural land use, without unduly undermining property values in those areas.

Related Plans

- **The STARR Report: Strategy to Advance Regulatory Reform** (Department of State, Office of Business Ombudsman, July 1995): This report identifies specific priorities for action in the area of regulatory reform along with plans for implementation; presents guiding principles; details initiatives, priorities and accomplishments of the various Cabinet Departments; and benchmarks these current needs in perspective with recommendations from past reports.

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PROMOTE BENEFICIAL ECONOMIC GROWTH, DEVELOPMENT AND RENEWAL FOR ALL RESIDENTS OF NEW JERSEY

- **STARR Progress Report** (Department of State, Office of Business Ombudsman, June 1996): Update of the STARR Report.
- **STARR Progress - Basis and Background - Cabinet Activity Summaries** (Department of State, Office of Business Ombudsman, July 1996): A listing of cabinet department actions and initiatives toward implementing the priorities of the 1995 STARR Report.
- **New Jersey Economic Master Plan, Short and Long Term Recommendations for Economic Improvement** (NJ Economic Master Plan Commission 1994): Strategic recommendations to enhance the State's economic growth and prosperity, both in the short and long term.
- **A Unified State Plan for New Jersey's Workforce Readiness System** (August 1996): Updates the policies and recommendations of the State Employment and Training Commission.
- **Into the 21st Century, Ensuring a Fertile Future for New Jersey Agriculture** (FARMS [Future for Agriculture, Resources, Missions, Strategies] Commission November 1994): A comprehensive, strategic plan addressing immediate and long-term challenges and opportunities.
- **Agricultural Economic Recovery and Development Initiative:** Programs and strategies to provide immediate and long-term relief and assistance to the agricultural sector and to assist farmers in staying economically viable.
- **Aquaculture Plan:** A Plan developed by the Department of Agriculture providing recommendations for fish and seafood industry development within the State presented to the Governor in 1995.
- **County Economic Development Plans:** A number of Counties have economic development commissions or offices, and some have plans or programs.
- **Municipal Master Plans (in addition to the Land Use element)**
Economic Plan Element: Some municipalities have economic elements as part of their Master Plans, as enabled by the Municipal Land Use Law (N.J.S.A. 40:55D - 28b9). A local economic plan element considers "all aspects of economic development and sustained economic vitality, including (a) comparison of the types of employment expected to be provided by the economic development to be promoted with characteristics of the labor pool resident in the municipality and nearby areas and (b) an analysis of the stability and diversity of the economic development to be promoted."

STATEWIDE POLICY STRUCTURE
PROTECT THE ENVIRONMENT, PREVENT AND CLEAN UP POLLUTION

4. Protect the Environment, Prevent and Clean Up Pollution

Strategy

Develop standards of performance and create incentives to prevent and reduce pollution and toxic emissions at the source, in order to conserve resources and protect public health. Actively pursue public/private partnerships, the latest technology and strict enforcement to prevent toxic emissions and clean up polluted air, land and water without shifting pollutants from one medium to another, from one geographic location to another, or from one generation to another. Promote development and redevelopment in Metropolitan and Suburban Planning Areas and accommodate development in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, to reduce automobile usage, land, water and energy consumption, and to minimize impacts on public health and biological systems, water and air quality. Plant and maintain trees and native vegetation. Reduce waste and reuse and recycle materials.

Vision of New Jersey in the Year 2020

In the year 2020, decades of progressive environmental initiatives have made New Jersey a cleaner and healthier place to live and work. The economics and environmental advantages of pollution prevention has turned out to be a productive common ground for business and environmentalists. Well-planned mixed-use communities have reduced land consumption, habitat loss, VMT, toxic emissions and demand for energy and other resources.

The quality of the air we breathe is better. Emissions of toxins, including heavy metals such as mercury, have been dramatically reduced. In 2005, the State met its commitment to reduce greenhouse gas emissions to 3.5% below those of 1990 and has achieved even greater reductions in the following 15 years. The incidence of respiratory conditions and other diseases caused by diesel particulates, aerosols and smog has declined dramatically. There are fewer carbon monoxide “hot spots” as a result of reduced traffic congestion and ozone production has been reduced. In our cities, the planting of street trees and use of other heat-reducing materials on rooftops and street surfaces has proven successful in reducing the “heat island” effect, saving energy and improving comfort. Due to improved mass transit systems and advancements in engineering, automobile trips and mileage are down, reducing the overall consumption of fossil fuels. Vehicles, buildings and industrial processes are more energy efficient, and alternative *local* energy sources are used in many areas. Energy consumption per capita has steadily declined as energy efficient community design, construction techniques, appliances and weatherization of existing buildings have become commonplace.

Improvements in air quality have reduced the deposition of pollutants to the State’s waters and consequently, the number of water bodies experiencing eutrophication. Watershed-based planning, increased inter-municipal cooperation, and improved site disturbance measures have reduced non-point source pollution, especially sedimentation in streams, lakes and reservoirs, and improved protection of well fields and aquifer recharge areas. The public is appreciative of

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the pollution threat posed by Non-Point Source Pollution - now known as “Pointless Pollution” -, and has worked to modify behavior patterns of businesses and residents. For example, integrated pest management has become a general practice and the over-fertilization of lawns is practically unheard of. Changes in landscaping practices also reflect an increasing desire for native species, in recognition of their lower maintenance needs and sustainability. As a result, there has been a corresponding reduction in organic matter, heavy metals, nutrients and synthetic organics in stormwater runoff. Local efforts to minimize site disturbance and soil compaction have reduced runoff, preserved larger areas of vegetative cover, and enhanced aquifer recharge.

In rural areas, wastewater treatment systems are innovatively designed, adequately funded and properly operated to ensure high effluent quality and prevent degradation of the ground or surface waters to which they discharge. New, alternative wastewater technologies are being approved and used in smaller Centers and in the Environs. Technological improvements and increased demand have resulted in lower costs for installation and operation of these systems. Septage management programs have been developed to assure that septic tanks are pumped out on a regular basis. The reduction in septic system failures and the increase in water quality in local streams and water bodies has been dramatic wherever such measures have been implemented. Today, the State’s river miles support healthy, sustainable biological communities. The goal of “fishable and swimmable” state waters has been met.

Along New Jersey’s coast, beach closings are a faint memory, and annual beach cleanups collect less trash each year. Spotting dolphins in back bays and tidal rivers and migrating whales just off the beach is no longer a novelty. Local governments have ensured infrastructure integrity and separated stormwater and wastewater systems, preventing untreated wastes from polluting the coast. Subsequently, more shellfish beds are open now than in the past 50 years. Baymen are comparing blueclaw crab catches with those of the early 20th century, and sport fisherman have no trouble catching their daily limit. This has also yielded economic benefits to marine-related industries from boat builders and commercial fishing to bait and tackle shops

Hérons and swans are now nesting in the lower reaches of the Hackensack and Passaic Rivers where before they were only visitors on their way to more hospitable nesting sites. Statewide, the loss of identified critical resources , including steep slope areas and wetlands, -has slowed dramatically since their contribution to scenic character, water quality, erosion and species habitat has become widely and commonly appreciated. Clean up and restoration of previously degraded wetland systems as part of a variety of incentive programs, including brownfields, has been very successful in restoring natural functions and ecosystem integrity.

The recycling effort that began in the 1970s eventually led to wider application of the principal to “reduce, reuse and recycle.” Industries, businesses, and residents have modified their processes and behavior to use water and energy in more resource conserving ways.

Source reduction has become the byword in New Jersey’s business community as well as at the checkout counter. The State’s recycling goal was surpassed some years ago as New Jersey’s chemical industry pioneered innovative solutions to plastics recycling, and manufacturers reduced packaging materials. Responding to public interest, government agencies reinforced this

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effort by requiring reduced packaging, recycled materials and source reduction as conditions of all governmental contracts. There are now several regional facilities that remanufacture recycled materials and dispose of the residue from recycling. Spin-off companies have developed around reprocessing plastics for insulation, and for the construction and textile industries. The idea of sustainability is becoming a reality of economic progress. Paper and metal recycling remain high as the recycling loop continues to close with increased use of recycled materials in manufacturing processes. Industrial need for waste stream separation has made the isolation of composting material easier and much of our household waste now naturally fertilizes gardens and community landscaping, helping to keep unwanted synthetic organic compounds out of our waterways. The need for toxic and hazardous waste disposal has declined, due in part to the chemical industry's efforts to reduce toxic components in products, along with improved recovery and recycling techniques.

Climate Change

New Jersey's role in contributing to global climate change is being examined in the State's first ever inventory of greenhouse gas emissions. Of these emissions, about 87% are from fossil fuel burning, with more than half generated by transportation, and nearly 9% came from methane mostly emitted by landfills. New Jersey is heavily dependent on fossil-fuel derived energy, an expensive fuel source whose availability is vulnerable to conditions in oil-producing nations. For these reasons, we need to promote every possible means to conserve energy - by using energy efficient technologies, renewable energy resources, and passive solar energy including the use of trees and other landscaping for shade.

But the legacy of past methods of waste disposal still requires significant resources to protect public health and return degraded landscapes. Old landfills are still being closed out and tested to see if they are safe for new uses. New Jersey leads the nation in the cleanup of brownfields and Superfund sites. In addition to legislation limiting liability following state-approved site remediation, technological improvements in site cleanups and the integration of cleanup activities with area wide planning for redevelopment have greatly aided the return of land with existing infrastructure to viable commercial and industrial uses.

Background

Air Quality & Energy

Over the past 30 years, as sources of air pollution have been identified and solutions implemented, air quality in New Jersey has improved. However, widespread exposure to high ozone levels in the summer and toxic air pollutants in localized areas are still serious concerns because of their potential effects on human health. Nationally, air quality health standards have been set for six of the most common pollutants - ground-level ozone, particulates, carbon monoxide, sulfur dioxide, nitrogen dioxide and lead - because they can damage the respiratory system and other organs. Children, the aged and health-compromised individuals are especially susceptible to the effects of air pollution.

New Jersey is part of four major airsheds, each of which is associated with a metropolitan area (New York, Philadelphia, Atlantic City and Allentown-Bethlehem). Within each airshed, air

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quality is affected by both local emissions and by pollution that is transported into the area by

Watershed-based Planning

There is an important pilot study underway to integrate regulation and planning for all water systems within the Whippany River watershed. All aspects of the water supply, including water quality, wastewater treatment, water dependent ecosystems, flooding, stormwater management and other aspects of the ways water is used is being studied in a collaborative effort, without regard for political, bureaucratic or professional boundaries. The Whippany River Watershed study will be an important proving ground for the principles of pollution prevention and the partnerships it can engender.

the prevailing winds. Within New Jersey, there are many pollution sources which can generally be categorized as mobile sources (vehicles), stationary sources (factories, power plants, etc.), and area sources (such as consumer products, gasoline stations, and home heating systems). In addition to affecting air quality and human respiratory health, the pollution emitted by these sources can harm water quality and ecosystem health.

Overall, air quality in New Jersey has been improving as a result of reformulated fuels, car emission standards, more efficient manufacturing processes and cleaner industrial

emissions. Ongoing vigilance, supported by the national Clean Air Act and its amendments and many state regulations, is responsible for much of the improvement. Transportation accounts for nearly a third of all energy consumed in New Jersey and all of that energy is derived from fossil fuels. Residential and commercial buildings account for nearly 50% of all energy consumed in New Jersey and an estimated 75% of that is from fossil fuels. The use of fossil fuels for energy is a key part of what makes the land use/transportation/ air quality connection so tight and so important in New Jersey. And although New Jersey residents use less energy per capita than residents of other northeastern states, the opportunities for energy conservation (and reduced use of imported fossil fuels as a result) are still substantial.

The role of trees in all areas of the State in managing air quality cannot be underestimated. Locally, small forest plots and rows of street trees have important functions - intercepting rainfall, sweeping dust and other particulates from the air, sequestering carbon from the atmosphere and "heat island" effects by shading hard pavements.

Water & Soil Resources

Approximately one half of New Jersey's population drinks water from streams, rivers and reservoirs and the rest rely on water from wells and ground water sources. Since 1972, \$5 billion has been spent to improve sewage treatment and additional funds spent on advanced pretreatment of industrial waste flows to ensure that point discharges to stream and rivers and ground water meet appropriate standards. The quality of New Jersey's drinking water has improved substantially as a result. The number of community water systems reporting contaminants declined from 16% in 1984 to 5% in 1992. In 1995, 97% of all the community water systems met all of the microbial standards and 89% met all of the chemical standards. Ground water quality across the state is generally very good. However, at some locations ground water is contaminated by nonpoint sources - including, but not limited to, excess

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fertilizers and pesticides, poorly functioning septic systems and animal wastes - and by naturally occurring contaminants such as radon and radium. Elevated levels of mercury have been found in numerous private drinking water wells in one coastal plain aquifer system and salt water threatens some freshwater wells along the coast.

Nonpoint source pollution, including atmospheric deposition to water and soil, is currently recognized as being a very large contributor to water quality problems.

Land use, the way land is developed and managed, is the most potent tool in addressing this issue. For example, much of the water-borne non-point source pollution reaching New Jersey's streams is sediment which eventually reaches the State's major rivers and ports and accelerates the need to dredge. Thus, land development practices that permit removal of natural stream buffers and building in flood plain, exacerbate the siltation of rivers, ports and harbors, and ultimately impact the economy of the state. Atmospheric deposition from vehicles is directly related to vehicle miles traveled (VMT), which is a function of the amount of driving required for work trips and goods delivery. Shorter travel distances and more alternatives to single-rider vehicular transportation can reduce air pollution. Travel distances can be reduced by optimal siting of larger residential, commercial and industrial developments and by compact development forms.

In addition to land development practices, management practices can also have a positive effect on reducing non-point pollution. Stormwater management plans and local ordinances for landscaping and pet waste reduction, for example, can minimize the amount of pollutants that storm events carry to receiving waters. Similarly, efforts to promote proper maintenance of private septic systems can greatly reduce threats of bacterial contamination to wells and streams.

Waste Management, Recycling & Brownfields

The location and off-site impacts of waste management activities interact with State Plan concerns for urban revitalization, beneficial economic growth, truck traffic and congestion, air quality and water quality.

In 1976, the Legislature placed primary responsibility for planning and implementing solid waste programs with each of the 21 counties. The designation of counties as planning units, or "wastesheds" enabled regional planning to take place. The State, in turn, adopted "waste flow" regulations which directed each municipality to a specific disposal facility. These regulations served as the "glue" which held the county plans together and enabled counties to move away from reliance on open dumps and to finance the construction of modern landfills and energy recovery incinerators based on a guaranteed flow of solid waste. Ultimately, our counties constructed 30 new, long-term solid waste facilities consisting of 13 modern landfills, 5 energy recovery facilities, and 12 transfer stations.

In 1994, The U. S. Supreme Court ruled that a local flow control ordinance in New York was unconstitutional. New Jersey's own waste flow case, Atlantic Coast Demolition and Recycling,

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was heard in Federal Court. Ultimately, the court found our waste flow laws unconstitutional insofar as they discriminate against out-of-state solid waste facilities. Administrative or legislative actions needed to deal with the future of solid waste planning in New Jersey as a result of the ruling.

New Jersey continues to be a national leader in recycling. As of the end of 1995, the State had met its target of recycling 60% of the total waste stream. Some 13,500 private sector jobs and \$1.3 billion in value added to New Jersey's economy are directly attributable to recycling. However, the key to long term solid waste management is reducing the household and commercial waste stream. Composting, on both a community and household basis, is being used in several communities in the State to reduce the need for landfills or incineration.

There were approximately nine thousand sites on DEP's list of Known Contaminated Sites in 1997. Many more sites remain underutilized because of perceived contamination. Without minimizing the importance of removing risks to the public's health, we must also note that perceptions play a big part in how contaminated sites, ranging from a leaking household heating oil tank to a 150 year old industrial site, are treated. A concerted effort is underway to sort out which sites pose a serious and immediate threat to public health and which can be remediated quickly and without extensive further investigation. Further, we must look at community and neighborhood risks and opportunities.

Brownfields constitute a distinct group of sites which are, or are perceived to be contaminated. They are industrial or commercial sites, most of them in cities or older suburban or rural municipalities. Most were served by a full complement of infrastructure systems at one time, although some of those systems may no longer be in operation. Because brownfields sites are either vacant or underutilized, their full economic potential has not yet been realized in many communities. There are concerted efforts currently underway to capitalize on this potential.

Use of Plants to Harvest Contaminants from Soil

The city of Trenton, in conjunction with a nonprofit organization, a for-profit company and a group of community residents, is closely watching the results of a pilot program in bio-remediation at the Magic Marker Factory in Trenton. The experiment uses Mustard plants to remove the lead from the soil. The plants' roots reach down below the level at which the lead has collected and take it up in soil water. The lead is then collected in the leaves of the Mustard plant, which are harvested and disposed of safely elsewhere. This use of biotechnology holds great promise for cleaning up heavy metals from other brownfields sites around the State.

Related Plans

- **New Jersey Energy Master Plan** (New Jersey Board of Public Utilities 1995): Pursuant to N.J.S.A. 52:27F-14, the Energy Master Plan Committee is responsible for the preparation, adoption and revision of the master plans for the production, distribution and conservation of energy in New Jersey.

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- **State Implementation Plan (SIP) for the Attainment and Maintenance of National Ambient Air Quality Standards** -submitted annually by DEP. Pursuant to the federal Clean Air Act Amendments of 1990, non-attainment states, such as New Jersey, are required to obtain approval from USEPA for a plan addressing a schedule of actions the State will take to become compliant with the standards for ozone, carbon monoxide and particulate matter. DOT shares responsibility for the SIP by developing transportation control measures as part of the submission.
- **New Jersey Statewide Water Quality Management Plan (DEP):** The Statewide Water Quality Management Plan was adopted in 1985 in response to the federal Clean Water Act which requires states to prepare water quality plans for all surface waters and to have a “continuous planning process.” The plan provides a standard for limiting the impacts of various projects and activities upon water quality.
- **District Solid Waste Management Plans** - Pursuant to N.J.S.A. 13:1E-21 each county and the HMDC are required to develop and maintain a plan for the inventory of sources of waste, projections of waste for a period of ten years, an inventory of disposal facilities, an analysis of collection and routing systems, identification of an implementation agent within the district, a statement of the solid waste strategy to be utilized within the district to manage solid waste generated in said district and a site plan including all existing and projected disposal sites within the district (county or HMDC).
- **Source Water Assessment Program Plan (DEP)** - This plan for assessing the susceptibility of source water intakes to impairment was submitted to EPA in 1999 as the first step towards developing a protection plan. The assessment will provide information on the potential hazards and dangers to the existing water supply structure so that county and local governments and water suppliers, working together in a watershed management framework, can implement appropriate land use and management practices for source water protection.
- **County & Municipal Master Plans (in addition to the Land Use element)**
 - **Utility Service Plan Element** - An optional element under the MLUL analyzing the need for and showing the future general location of water supply and distribution facilities, drainage and flood control facilities, sewerage and waste treatment, solid waste disposal and the provision for other related utilities and including any storm water management plan pursuant to the provisions of N.J.S.A. 40:55D-93 et seq.
 - **Recycling Element** - A mandatory element under the MLUL which incorporates the State Recycling Plan goals, including provisions for the collection, disposition and recycling of recyclable materials within any development proposal for the construction of 50 or more units of single-family housing or 25 or more units of multi-family housing and commercial or industrial development proposal for the utilization of 1,000 square feet or more of land.

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PROVIDE ADEQUATE PUBLIC FACILITIES AND SERVICES AT A REASONABLE COST

5. Provide Adequate Public Facilities and Services at a Reasonable Cost

Strategy

Provide infrastructure and related services more efficiently by supporting investments based on comprehensive planning and by providing financial incentives for jurisdictions that cooperate in supplying public infrastructure and shared services. Encourage the use of infrastructure needs assessments and life cycle costing. Reduce demands for infrastructure investment, by using public and private markets to manage peak demands, applying alternative management and financing approaches, using resource conserving technologies and information systems to provide and manage public facilities and services, and purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate.

Vision of New Jersey in 2020

In the year 2020, New Jersey is a powerful competitive force regionally, nationally and globally. We have outpaced other states in improving our infrastructure and quality of life. The costs of transportation, sewerage and other public services are now lower in the 21st. These services have increased in quality and availability while their cost is more reasonable and fairly shared. Roads and bridges are well-maintained and safe, and rail services are convenient and comfortable. With improved pedestrian safety, there is a significant reduction in pedestrian deaths by vehicles. Residents throughout New Jersey have access to high-quality water supplies and state-of-the-art wastewater disposal systems. New public buildings and facades are designed to combine efficiency and aesthetics, and are environmentally friendly. Older buildings have benefited greatly from concerted efforts to resolve our backlog of maintenance, rehabilitation and other repairs.

These changes are the result of our strategic investments in planning and in re-engineering a new, more flexible system that provides the services demanded by the public at more reasonable costs. Having maximized their own operating efficiencies on an individual basis, government agencies are now working closely together to plan and invest in shared services and capital resources in a cooperative way. When redundant services and facilities arising from independent decisions and agencies became too costly, there is movement towards creating shared services and multiple use facilities under joint, cooperative and even private management. Public agencies have also helped develop creative ways to use markets to reduce expensive peak demands for transport, utility and other public services.

*Understanding the important role educational facilities can have in providing community services, colleges and schools, such as the **Middle Township School District**, have designed, built, used and promoted their auditoriums as community performing arts and lecture centers, encouraging the public to attend and get involved.*

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Technology

Strategic use of higher technologies, for example high speed, high bandwidth telecommunications, has enabled more workers to “telecommute” and “teleconference” as viable and productive alternatives to repetitive trips. Sensors report the condition and intensity of use of facilities, enabling traffic, transit and bridge openings to be routed and scheduled in ways that maximize the capacity of our transportation system to move people and goods, reducing traffic congestion. Monitoring sensors also alert agencies of potential breakdowns in our infrastructure, enabling repairs to be made before expensive reconstructions or replacements are required. School buses and on-demand vans provide more service at lower cost through computer-based dispatching.

Continually evolving telecommunications technologies and wide-ranging demands for their use require flexibility to be designed into even the newest “smart” buildings. By improved design, public buildings save energy while providing pleasing and healthy interior environments that enhance productivity. With the increased use of zero emission hybrid vehicles, metered electrical outlets are now installed in many parking lots and garages.

A better understanding of the relationships between natural systems and manmade ones has helped planners and developers to efficiently combine the attributes of both through “green” technologies. In many cases, using natural elements already in place eliminates the need to construct artificial structures that do the same thing, such as where parks, playing fields and bikeways surround natural stream corridors reducing the need for elaborate, costly, and high maintenance drainage and flood control facilities. It has become well-understood that green infrastructure appreciates in value versus gray infrastructure which depreciates. Existing parking lots and structures have set aside prime space for high-occupancy vehicles and for facilities for storing bicycles, instead of single-occupant automobiles. Old rail stations, rail lines and rights of way have been reused, revitalized and expanded, and use new approaches to parking, including shuttles from home to station.

Land Use

In striving to reduce the costs of public services, we have changed the ways in which we think about and use our land. Local master plans are based on analyses of regional needs and opportunities, on impacts of alternative plan scenarios and on long range, life-cycle assessments of needs and costs for infrastructure to support and maintain the planned development pattern. Communities more efficiently use existing capacities of roads, sewers, schools and other public services. Transportation systems which are affordable and convenient, allow people to travel more easily to jobs and services in cities and in suburban and rural centers, and increase the overall mobility and accessibility of people and goods. Where development has been concentrated, power and new telecommunications infrastructure are provided more efficiently, more resistant to storms and high demands, and at lower cost. Attention to community design in master plans has both reduced noise pollution and the need for expensive noise barriers.

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PROVIDE ADEQUATE PUBLIC FACILITIES AND SERVICES AT A REASONABLE COST

Public facilities — schools, city halls, libraries, service centers, parks — are focal points in communities. Housing and mixed-use developments cluster around these civic facilities in architecturally harmonious ways.

With more comprehensive and detailed planning now preceding land use decisions, State and local regulatory processes are streamlined and consolidated. This reduces time delays and financial costs in building public facilities that are consistent with these plans, while promoting forms of development and redevelopment that are less costly to all taxpayers in the long run.

Background

The State Plan, through its Infrastructure Needs Assessment, documents that our infrastructure condition is in need of significant improvement, particularly in the areas of transportation, wastewater, water supply, shore protection, drainage and public education. To meet the State Plan goal of providing adequate public facilities and services at a reasonable cost, we must meet three challenges:

- ***Maintain and rehabilitate extremely highly developed and expensive infrastructure networks.*** The most urbanized state in the United States requires a higher level of public facilities and services to serve its population and visitors. Our road networks are among the densest in the United States, our public transit agency is the fourth largest in the nation, and our public water and sewer systems cover a higher proportion of our population and our residential and non residential facilities and buildings than in most other states. Our location as a corridor state puts additional strain on our road, rail, sea and airport facilities.
- ***Coordinate the delivery of public facilities and services among a diverse set of agencies, both public and private.*** The challenge of providing and maintaining our high level of public facilities and services is magnified by the problems of coordinating the small scale and large number of general and special purpose government agencies that are responsible for them. In addition to the Department of Transportation, independent authorities construct and manage many of our more important highway facilities. Each county has an extensive road network as do all 566 of our municipalities. Wastewater systems are run by units as small as individual homeowners associations, and as large as the Passaic Valley Sewerage Commissioners that serves more than one million people, 30 municipalities and 87 square miles. In some counties, a countywide agency is responsible for overall collection and treatment, and in others it is done solely or partly by municipalities or by groups of municipalities. Water supply is equally fragmented, with the State maintaining major reservoirs and facilities such as the Delaware and Raritan Canal, and the delivery of water service in the hands of a broad array of municipal, county and private authorities, departments and companies. Our school capital facilities are largely developed and managed by more than 600 independent school districts with varying degrees of cooperation between districts, municipalities and larger regions. Drainage and flood control facilities are built and managed by a variety of public entities, as well as private organizations such as homeowners associations.

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- *Link planning and investment decisions in our land use system with those in our public investment system.*

The decisions made by these general governments, public authorities, and private and nonprofit providers need to be coordinated not only with each other, but with land use decisions. Many public facilities have a significant influence over where and how land is developed and redeveloped (see Table 4). In turn, master plans, zoning ordinances, and the entire apparatus of federal, State and county land use regulatory activities affect the location, timing and magnitude of growth. Land use regulations often require the entities responsible for public facilities to respond to public decisions as well as private development initiatives in ways that are not always within their financial or technical means, and often without adequate planning.

The State Plan responds to these three challenges with a three part strategy:

- *Provide financial incentives for jurisdictions to cooperate in providing public infrastructure.* Strategic capital planning can get the most efficiency out of every dollar while providing demanded public services if public agencies are no longer competing individual establishments. Instead, public

Table 3. Examples of Public Facilities and Services Shaping Growth

Component	Shape	Support
Transportation and Commerce		
<i>Roads</i>		
Interstates/Limited Access	X	X
Interchanges	X	X
Arterials	X	X
Collectors	X	X
Local	X	X
<i>Transit</i>		
Rail	X	X
Buses		X
<i>Airports</i>	X (locally)	X
<i>Marine Terminals</i>	X	X
<i>Energy</i>		
Generation facilities	X (weak)	X
Distribution lines	X (weak)	X
Transmission lines		X
<i>Telecommunications</i>		
Switching/signaling facilities	X	X
Network transport lines	X	X
Local loop transport lines	X	X
<i>Farmland Retention</i>	X	X
Health and Environment		
<i>Sewer Systems</i>		
Treatment plants		X
Interceptors	X	X
Collectors	X	X
Service areas	X	X
Local connections		X
<i>Water Supply</i>		
Reservoirs		X
Watershed protection		X
Treatment plants		X
Distribution mains	X (weak)	X
Service areas		X
<i>Open Space and Recreation</i>	X	X
<i>Solid Waste</i>		
Landfill	X (local)	X
Collection		X
Hazardous waste management	X (weak)	X
<i>Public Health</i>		X
Public Safety and Welfare		
<i>Public Education</i>		
Elementary	X (potential)	X
Middle		X
Secondary		X
Vocational/Technical		X
<i>Higher Education</i>	X	X
<i>Libraries</i>		X
<i>Police</i>		X
<i>Corrections</i>		X
<i>Cultural, Arts facilities</i>		X

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agencies should become participants in a network of public and private service providers. The variety of techniques currently available, such as interlocal service agreements, may be more widely used and other approaches developed.

- ***Support investment decisions that are associated with comprehensive master planning processes at all levels of government.*** While the types, capacity and management of infrastructure may be different between urban, suburban and rural areas, the availability of infrastructure should be used to shape patterns of development within each of these contexts. Redevelopment should be located and designed in ways that better utilize and enhance the capacities of available infrastructure. The provision of, and access to, public facilities and services should be controlled through master plans, official maps, capital plans and development regulations.
- ***Encourage the use of an infrastructure needs assessment process by all levels of government.*** Infrastructure needs assessments should analyze opportunities for alternatives to infrastructure investment including using public and private markets to manage peak demands, alternative management strategies and financing approaches, and using the most advanced technologies and information systems. The analysis should recognize the interchangeability (and competition) of using funds for purchasing land for purposes of preservation, recreation or agricultural use with using funds for purchases of roads, sewers and other facilities serving new development. The assessment should analyze indirect and cumulative costs, and should use a life cycle approach that analyzes total capital and maintenance costs over the projected service life (often twenty years) of the public facility.

The State Plan can, and will, make a difference in how and where public facilities are provided and in their cost. In its *Impact Assessment of the New Jersey Interim State Development and Redevelopment Plan* in 1992, the Center for Urban Policy Research at Rutgers University projected that infrastructure capital savings would be \$1.44 billion and cumulative operating costs savings would be \$3.8 billion by the year 2010.

Related Plans

A direct link exists by law between the State Plan and its Infrastructure Needs Assessment to the State capital budget:

The Commission on Capital Budgeting and Planning shall each year prepare a State Capital Improvement Plan containing its proposals for State spending for capital projects, which shall be consistent with the goals and provisions of the State Development and Redevelopment Plan adopted by the State Planning Commission.
(N.J.S.A. 52:9S-3.a.)

Certain capital plans must also be directly related to functional plans prepared by State agencies in response to Federal and State laws such as the New Jersey Water Supply Bond Act (State Water Supply Plan), the New Jersey Solid Waste Management Act (County Solid Waste Management Plans) and the Federal Clean Air Act (State Implementation Plan). Transportation Improvement Programs, the capital plans of regional Metropolitan Planning Organizations must be consistent with their regional plans prepared and adopted with public and interagency

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participation in accordance with the Transportation Efficiency Act for the 21st Century. There are also functional plans that evolve from good planning practices which provide capital plans (New Jersey Statewide Aviation System Plan). Municipalities have the authority to review capital projects of State, county, municipal and other public agencies in relation to their municipal master plans through the Municipal Land Use Law.⁴

⁴ Review of capital projects: “Whenever the planning board shall have adopted any portion of the master plan, the governing body or other public agency... shall refer the action... to the planning board for review and recommendation in conjunction with such master plan and shall not act thereon, without such recommendation or until 45 days have elapsed... without receiving such recommendation. This requirement shall apply to action by a housing, parking, highway, special district, or other authority, redevelopment agency, school board or other similar public agency, State, county or municipal. (N.J.S.A. 40:55D-31)

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6. Provide Adequate Housing at a Reasonable Cost

Strategy

Provide adequate housing at a reasonable cost through. public/private partnerships that create and maintain a full range of attractive, affordable housing, particularly for those most in need. Create and maintain housing in the Metropolitan and Suburban Planning Areas and Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas, at densities which afford greater efficiencies of scale to support transit and reduce commuting time and costs, and at locations easily accessible, preferably on foot, to employment, retail, services, cultural, civic and recreational opportunities. Support community based housing initiatives and remove unnecessary regulatory and financial barriers to the delivery of housing at appropriate locations.

Vision of New Jersey in the Year 2020

In the year 2020, New Jersey residents have a choice of housing which is affordable, structurally sound, well-maintained and located in neighborhoods that are attractive, safe and easily accessible to employment and services. Additionally, plentiful housing options are available, particularly for those who are elderly or disabled, or with low and very low incomes. There are also many choices of living environments available for those who want the vibrancy of city life, the conviviality of town life, the stability of suburban living or the privacy of rural landscapes.

The State's leadership in addressing critical housing issues and in seeking creative partnerships with private and non-profit housing providers is credited with a number of accomplishments. These include an improved labor force, better business retention, increased new business creation and, generally, a significantly more positive business climate. These achievements have contributed to a higher quality of life for New Jersey residents. The trend toward collaborative efforts has enhanced job creation — a needed prerequisite to adequate housing provision — and considerably simplified the regulatory framework governing housing delivery. For example, once municipalities realized the benefits of providing opportunities for all income groups and began using affordable housing as a catalyst for revitalization efforts, the State-mandated affordable housing allocation system was redirected — COAH now provides technical assistance. Similarly, community reinvestment requirements became less necessary, once lending institutions realized the market potential for inner city investments.

Housing and lending discrimination of any kind are largely a thing of the past. The once prevalent patterns of minority concentration and segregation have attenuated considerably, and in many communities successful multiracial integration is reflected by the thriving restaurants, groceries, bakeries and other Main Street ethnically-oriented retail and service initiatives.

Housing is increasingly affordable for many income, ethnic and age groups and available in several housing types. Both ownership and rentals are widely available in cities, towns, suburbs

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and,. in rural areas, primarily in Centers. The choices of housing types are many, offering varying densities, interior features and architectural character. A broad range of public and private financing options are available for interested buyers. In addition, the financial markets are increasingly more flexible, efficient, and responsive to individual needs and circumstances. Government and the civic sector provide programs and services to anticipate and minimize homelessness and displacement.

Advanced neighborhood design understands and appreciates the natural features of the land, minimizing environmental impacts and incorporating site design and landscaping features to provide secure, aesthetically pleasing environments.

New developments in site layout, along with more flexible construction standards minimize energy costs and the need for non-renewable or toxic building materials. The recycling of former commercial, industrial and civic buildings into housing is encouraged through both the building and tax codes, granting older, underutilized buildings and landmarks a new life. The use of universal design features is widespread, allowing new residents to more easily adapt housing units to their particular needs. The spatial needs of children, the elderly and the disabled are accommodated in site and housing plans and location decisions.

Universal Design

By providing maximum flexibility in spatial layout and systems location, Universal Design seeks to facilitate a building's adaptability to changing uses and users over time. Such things as making all hallways and doorways wide enough to accommodate a standard wheelchair and including grab bars in all bathrooms provide not only for the elderly and those with permanent handicaps, but also for those with temporary disabilities, along with a variety of tenants and owners over time.

Housing is located primarily in mixed-income neighborhoods, which are fully integrated into the community fabric. Most housing is built within walking and biking distance to neighborhood shopping, recreational, civic and educational functions. In the core of Centers and in other higher density areas, mixed-use buildings serve to integrate housing with commercial, office and other uses. Public transportation is nearby and easily accessible to pedestrians, and neighborhood form and housing densities support increased transit use. Streets are designed for safety and livability and are pedestrian-friendly. Residents of all ages congregate easily in centrally-located neighborhood public spaces.

Municipalities, homeowner associations and civic groups support housing and neighborhood maintenance programs; all work closely to address neighborhood planning issues. The "not-in-my-back-yard" (NIMBY) attitude with which so many affordable housing and other projects were confronted in the past, has been replaced by a new spirit of cooperative problem-solving and decision-making in community land use. It took a decade-long public education effort directed particularly at the younger generations to effect this positive change. Subsequently, gated communities, popular in some parts of the country, have not found a responsive market in New Jersey. The State's residents live in Communities of Place which are open, inviting and friendly to all.

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Background

Housing Cost

Housing in New Jersey is as varied in character, cost, and locational environment as anywhere in the nation. However, the housing market contains considerable disparities, and providing equal and adequate housing opportunities poses a significant challenge to the State. While the average value of housing in our ten wealthiest towns is \$489,000 according to the 1990 US Census, in our ten poorest it is only \$44,970.⁵ Nearly one third of New Jersey households are cost-burdened,⁶ and/or live in overcrowded and substandard housing. Housing prices are on average 45% above the national average, though comparable to costs in some counties of neighboring New York and Pennsylvania⁷. (Conversely recognizing the diversity of housing markets within the State, a recent study gauging housing costs nationwide placed Vineland second in affordability.) Housing costs have increased dramatically — between 1980 and 1989, the median sales price increased 164% and the median rent increased 129%, while the median income increased only 108% as reported in the NJDCA 1996 *Fair Housing Plan*. New Jersey is the third most expensive state for rental housing, according to the 1996 National Low Income Housing Coalition report *Out of Reach*. In 1990, the New Jersey General Assembly Task Force on Homelessness estimated the State's homeless population at between 28,000 and 50,000. Recently, in the 1990s, the stabilization, and even decline, of housing values has somewhat eased the housing cost burden in parts of the state, though there is little evidence of greater affordability for those most in need.

One in five New Jersey homeowners pays over 35% of their household income for housing; one in four renters pays over 40% of their income on rent; and one in 10 households pays over 50% of their income for housing. The number of cost-burdened homeowners increased by 50% between 1980 and 1990, from 264,771 in 1980 to 398,221 in 1990. Over 430,000 households are considered “very low income” (earnings of 50% or less of median family income).

Housing Location

High housing costs reflect proximity to the employment centers of Philadelphia and New York, low density zoning and a complex regulatory system. Disparities in our public schools and the safety of many of our communities further bids up housing prices in towns with quality schools and reputations for safe environments.

⁵ Using data from the 1990 US Census, the ratings by Rutgers University Professors Seneca & Hughes are:

Top 10: Alpine, Franklin Lakes, Rockleigh, Harding, Mantaloking and Saddle River report median of \$500,000; Deal = \$493,000; Englewood Cliffs = \$485,900; Upper Saddle River = \$479,200; Mendham = \$438,300. Bottom 10: Winfield = \$14,999; Audubon Park = \$28,300; Camden City = \$31,300; Downe = \$49,600; Commercial = \$50,900; Woodlyne = \$52,300; Salem City = \$52,400; Bridgeton City = \$53,500; Penns Grove = \$57,800; Maurice River = \$58,600

⁶ A household is considered cost burdened when it is spending 30% or more of its income on housing.

⁷ NJDCA Comprehensive Housing Affordability Statement (CHAS) FY94 Report

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Most new subdivisions provide few opportunities to meet the special needs of the young, the elderly and the handicapped. They also tend to be largely inaccessible, except by automobile, and are often located in towns with little infrastructure and few public services. A combination of fiscal pressures, perceived market demand, inflexibility in financing and underwriting criteria, restrictive zoning ordinances, and public expenditures focusing on highway capacity expansion combine to reinforce this development pattern. Another important factor includes the continued decentralization of employment, in the form of single-use office, industrial and retail centers.

Housing Stock

In 1990, there were 2.8 million occupied housing units in New Jersey, of which 35% were rentals. Although over 1 million households rent their homes, the production of new rental units has plummeted — between 1980 and 1990, 18 for sale units were placed on the market for every rental unit created. It is also estimated that during the 1980s there was a net loss of 10,000 multifamily rental units due to condominium conversions, demolition, abandonment and reduced construction. Rental units are heavily concentrated — half of the state's rental stock is located in 35 urban communities according to the NJDCA H-EASY report. Multi-family housing, which accounts for 25% of the overall housing stock, is also heavily concentrated, and 25 communities host half of the state's multi-family housing stock.

Housing in cities continues to deteriorate due to deferred maintenance, housing abandonment, employment declines, illegal conversions and functional obsolescence. Of the 18,706 dwelling units demolished statewide between 1980 and 1994, 43% were located in our 25 most distressed municipalities. Similarly, 56% of the state's 1989 "vacant, boarded-up" units were located in the same 25 municipalities. New Jersey has 47,028 public housing units, according to the 1995 NJDCA *Guide to Affordable Housing Survey*. These units are located at 349 sites, and many are in need of maintenance and rehabilitation. Efforts to replace high-rise public housing with more community-oriented scattered and low-rise units are currently underway.

Affordable Housing

The New Jersey Council on Affordable Housing (COAH) estimated the pre-credited need for low- and moderate-income housing units in the state at 118,000 for the period 1987 to 1999. After reductions for units built, zoned, transferred and eligible bonus credits, these estimates became 86,000 for the period 1993 to 1999. Of the units built or rehabilitated under COAH jurisdiction since the Fair Housing Act, 4,500 are located in urban areas as a result of Regional

Contribution Agreements, 6,746 are rehabilitated units within the certified municipality and the remaining units are meeting a new construction obligation. Though the number of municipalities

Affordable Housing under COAH

As of June 30, 1998 approximately , 35% (197) of all municipalities were under COAH's jurisdiction These plans have produced 21,000 units of housing so far and could produce an additional 20,200 units if fully implemented.⁸

⁸ These figures are from the Council on Affordable Housing and only represent monitoring reports from 57 % of the municipalities.

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under COAH's jurisdiction has continually grown, the majority of municipalities do not participate in the COAH process.

The Council on Affordable Housing and the SPC share a statutory link and have signed a Memorandum of Agreement. The COAH methodology for allocating affordable housing obligations at the municipal level weighs Planning Area designation. COAH also encourages municipalities to satisfy their affordable housing obligations in designated Centers, although Center designation does not affect a municipality's COAH obligation.

Housing by Population Groups

"Special needs" groups refers to persons and families with housing needs which are not satisfied through the private housing market because of price, absence of special design features or lack of supportive services. The special needs population requiring housing assistance includes the physically, mentally and developmentally handicapped, AIDS/HIV positive,⁹ recovering alcoholics and substance abusers, children under the custody of the State, abused spouses and the homeless. Another special needs group is the frail elderly. Estimates are that 4% of the state's residents are currently 80 or over, and this is expected to increase substantially by 2020.

New Jersey continues to exhibit a segregated housing pattern. Two out of three African/American and Hispanic households live in only 25 municipalities, and 60% of all African/American and Hispanic households live in cities where they constitute a majority of the population. In contrast, there are over 300 municipalities with virtually no minority population.

Progress has been made through legal mandates. Fair lending practices encourage the financing of housing for a broader range of income groups and special needs groups; and along with community lending requirements have made financial institutions more responsive to local needs. Non-discrimination statutes require access to housing opportunities for all people regardless of race, religious beliefs, color, national origin, ancestry, age, physical abilities, marital status or sex.

State Housing Policy

New Jersey's current housing policy relies increasingly on a bottom-up, neighborhood-based approach, which focuses on strategic planning and local neighborhood-based initiatives, and seeks to leverage private capital through State investments. With the retreat of the federal government from the housing arena, the State recognizes that it must step in and take a leadership responsibility in this area. The State acknowledges "a moral and legal obligation to provide all its citizens with the opportunity to meet their housing needs at prices they can afford,"¹⁰ and recognizes that a comprehensive housing policy emphasizing the need to lower housing costs and increase opportunities for all income and ethnic groups is critical to the state's economy. However, these objectives can only be accomplished through a vigorous partnership approach between government, industry and community-based organizations.

⁹ As of 12/31/95, the NJ Department of Health had identified 28,730 cases of AIDS/HIV.

¹⁰ NJDCA, H-EASY

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As a result, a new integrated approach to housing policy has been embraced, which targets cities and neighborhoods, and seeks to create jobs, revitalize distressed communities, rebuild neighborhoods and facilitate affordable housing. Major aspects of this policy include initiatives to promote urban homeownership, suburban rental housing, sweat equity programs, lease purchase, and rental housing financing. Other important elements are increased subsidies; neighborhood revitalization and strategic planning; regulatory reform and permit streamlining. Attention is also given to housing for special needs and the elderly, to further develop affirmative marketing, and to coordinate for the first time the three State agencies with a housing mission (DCA, HMFA and COAH). In a complementary move, local and regional partnerships and corporations have formed around the state to provide technical support and develop housing initiatives.

Related Plans

- **Council on Affordable Housing (COAH) Substantive Rules 1994:** Regulations regarding the provision of affordable housing (N.J.A.C. 5:91 et. seq.).
- **Fair Housing Plan** (DCA 1996): Identifies impediments to fair housing in New Jersey and outlines activities that the State will pursue to alleviate those barriers.
- **Annual Consolidated Plan** (DCA 1998): Identifies New Jersey's needs for affordable housing and supportive services. The plan consolidates into a single submission the planning and application requirements of HOME, HOPWA, Emergency Shelter Grant (ESG) and Community Development Block Grant Programs. This plan replaced the Comprehensive Housing Affordability Strategy (CHAS).
- **Municipal Fair Share Plans/Housing Elements:** Most municipalities have housing elements and Fair Share Plans as part of their Master Plans, as required by the Municipal Land Use Law (N.J.S.A. 40:55D - 28 b (2)). A housing plan element pursuant to section 10 of PL 1985, c. 222 (C.52:27D-310 "Addendum") includes, but is not limited to, residential standards and proposals for the construction and improvement of housing.
- **Municipal and County Consolidated Plans:** A number of municipalities and counties have developed consolidated plans. Contact the respective municipality or county for further information.

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***7. Preserve & Enhance Areas with Historic, Cultural, Scenic, Open
Space and Recreational Value***

Strategy

Enhance, preserve and use historic, cultural, scenic and recreational assets by collaborative planning, design, investment and management techniques. Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites. Support the important role of the arts in contributing to community life and civic beauty.

Vision of New Jersey in the Year 2020

In the year 2020, residents, workers and visitors alike recognize the central role that New Jersey's history, arts, culture, recreational opportunities and scenic beauty plays in our quality of life, and also its significant impact on our economic prosperity and environmental quality.

Historic Preservation

In the year 2020, sites and districts with historic value have become part of the fabric of everyday living. Nearly, every municipality has some form of historic preservation ordinance, at a minimum, mapping the historic resources within their boundaries in their master plans. By creative use of the new, more flexible building code for rehabilitation, builders economically rebuild historic structures for private and public

purposes. These codes have encouraged widespread, informal historic preservation efforts such as simply preserving significant parts of buildings and sites even where formal measures such as listing on historic registers have not been applied. Archaeological explorations are now routinely designed to be open to the public as they proceed and consequently New Jerseyans have become more conscious of the need to record what's happening in the culture as it evolves. At the same time, these investigations are performed expeditiously so as to minimize any delay in beneficial economic growth.

Trenton's Roebling Complex

Through creative financing by a private/public partnership, this outmoded but historic factory located in Trenton was rehabilitated to serve as a mixed use complex. Currently it houses offices and retail shops, and housing and a theater are planned. It now serves as a vital cultural and economic resource in the area.

Arts and Culture

New Jersey has come to be known as a place of great opportunity for artists. Art and cultural institutions are well-supported in all cities, towns and regions. They are seen as important participants in community development plans, as resources regularly employed by the entire educational system and as a major underpinning to New Jersey's travel and tourism industry.

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New Jersey arts groups are financially healthy and stable with broad, diversified funding bases in part because New Jersey has adequate funding to supplement other sources of support.

Greenways, Trails and Walkways

Greenways are protected land composed of permanently preserved farmland, public parks and reserves, and privately owned land with preservation easements. Parts of the Greenways system are set up for recreation, but much of it is set aside for farming, habitat and wildlife preservation and other conservation uses. In the year 2020, the New Jersey Trail System, a statewide network of trails and walkways (including stretches along city streets) laces together national, state, county and municipal parks, museums and historic areas throughout the State. It coincides with the greenways in many places, but whereas parts of Greenways also serve as farmland or other protected purposes, the Trail System is used for commuting and recreation, and as scenic and historic corridors. It also serves as a focus for redevelopment efforts in the State's river towns, including restoring existing parks and acquiring additional land along the waterways. Each municipality has what they consider "their" portion of the network and ensures that it is a safe and respected community resource.

Scenic, Open Space and Recreational Resources

Children in all the State's cities and older towns can walk to playgrounds in their neighborhoods. State, local and private funding has helped build a multi-purpose regional system of facilities integrating recreation and open space planning with land use and other infrastructure planning. Like the Trail System, development of new open space and recreation facilities is planned to reinforce other goals, especially urban revitalization and beneficial economic growth.

The value that New Jersey places on everyday vistas can be seen from roads and sidewalks all over the State. Billboards have been controlled; wildflowers have replaced grass; and the jumble of signs, entrances and parking lots along the State's highways have been redesigned to become more attractive, as well as safer, for motorists and businesses.

Background

The topographic features left behind by New Jersey's geologic past, along with its many historic and cultural landmarks, including urban skylines, provide a scenic and cultural diversity that adds much to the quality of New Jersey life. The vistas provided by these natural and historic features also contribute to the State's economic health by attracting many visitors each year.

Historic Preservation

New Jersey was one of the first regions in what is now the US to be fully settled. Consequently, many of the older structures in the State serve as outstanding examples of styles of architecture, design, and craftsmanship — valuable historical resources. Beginning in 1985, the Municipal Land Use Law specifically enabled municipalities to include a master plan element to cover

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historic preservation, as well as local ordinances to implement this part of the master plan. Many municipalities have established historic preservation commissions and historic preservation ordinances since then, though some were already moving in that direction on their own. A number of municipalities even employ full-time preservation professionals. Although there has been substantial growth in the number of municipalities that have historic preservation elements in their master plans, or historic preservation ordinances, most do not.

In order to better protect and preserve our historic resources, it is vital to catalog and inventory what resources exist, why it is important and how to best utilize its historic value. One way to do this is to list the resource with the State and National Registers of Historic Places. Doing this protects it from government action or intervention on any level. Several state programs, including Farmland Preservation, Green Acres, the New Jersey Pinelands Protection Act and CAFRA regulations, and all federal programs now require careful attention to historical significance. But more still needs to be done to integrate historic preservation with infrastructure and economic development activities.

Arts and Culture

New Jersey's role in the arts has grown immensely over the last 30 years. Today it is home to more than 47,000 professional artists and more than 500 organizations devoted to museums, orchestras, theater, dance, opera, concert halls, galleries, festivals and arts education programs. The arts constitute one of the Core Subject Areas in the State's Goals for Education and evidence that arts education is essential to a total education and teaches critical skills mounts daily

Greenways and Trails

Greenways are truly representative of one essential component of the State Plan's concept of open space in that they are regional by definition, requiring the cooperation of all levels of government as well as private and non-profit property owners in their planning, execution and operation. Parts of a statewide Greenways system have already been started in several areas of the State. The New Jersey Conservation Foundation is working on a statewide Greenway Plan (expected to be completed in 2000) including an inventory of open space parcels throughout the State and maps of the linkages proposed to create the statewide system.

Some of New Jersey's existing trails go back to pre-Colonial times. Development has fragmented many of them. Others now lie under city streets. The New Jersey State Trails System is a means for incorporating existing trails and unused rail road rights of way, in combination with newly

Patriot's Path

The result of a multi-county collaboration, this valuable and popular resource is composed of both public and private land. Patriot's Path is a multi-use trail that runs through several towns and three counties, Morris, Warren and Essex. It connects lakes, fields, local, county, state and national parks, and has many uses including: hiking, cross-country skiing, mountain biking, horseback riding.

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acquired or dedicated trails, into a single statewide system. The system will also include portions of trails that are now in city streets, along with reconnecting trails that have been fragmented. The master plan adopted in 1996 identified several key issues regarding these projects, including access for people with disabilities, and use of trails by off-road vehicles. Other issues are as follows: multiple use and compatibility of different uses on a single trail; methods to protect the land adjacent to trails; and funding sources for trail acquisition, development and maintenance.

When one thinks of trails, recreational activities usually spring to mind, but more and more they function as an avenue of transportation as well. For this purpose, it is critical that trails be connected to each other and to walkways that penetrate into cities and towns and across rivers and streams and highways. Currently, acquisition and development costs for trails are funded by a combination of sources including private individuals and foundations as well as grants to municipalities for transportation enhancements under the Transportation Efficiency Act (TEA-21), Green Acres and county and municipal capital funds.

The 275-mile long New Jersey Coastal Heritage Trail is now being developed cooperatively by the National Park Service, the State of New Jersey, and private and non-profit organizations. It is a good example of the fortuitous consequences that can come from merging the conservation goals for both natural and cultural resources.

Scenic, Open Space & Recreation Resources

The vast majority of dedicated open space and recreational resources in New Jersey are publicly owned. Since 1961, when Green Acres was established, more than 886,000 acres of public open space has been acquired. In fiscal year 1998, 36 projects were funded acquiring 4,203 acres. The number of acres in municipally owned open space and recreation facilities has grown faster than county or State acquisitions. Recently, the goals of the Green Acre Program were broadened to encourage the participation of non-profit organizations in the acquisition, funding and management of open lands. However, the largest area by far is owned by the State. Much of this land serves more than one purpose, providing habitat, flood protection, and buffering to prevent pollution and siltation of streams and reservoirs.

The Governor's Commission on New Jersey Outdoors was given a new mandate in 1996 to reassess the amount of open space needed for New Jerseyans and to investigate the potential for a stable source of funding for open space. Their Report indicated a need of two million acres of open space, one million more acres of open space than had previously been estimated, and recommended that public acquisition is the only way to truly protect such lands. This resulted in the Governor and the legislature placing a successful ballot question before the voters dedicating from the use tax (sales) approximately \$98 million annually to acquisition of open space, the purchase of farmland easements and the rehabilitation of historic structures.

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Another resource is the New Jersey State Forest Service, which continues to provide assistance to municipalities through its Community Forestry program. The program is funded by a variety of public, private and non-profit sources and supports urban revitalization and other environmental efforts.

New Jersey's scenic resources include the views from our highway and transit corridors. A pilot scenic byways program developed by DOT has led to the designation of Rt. 29 in Mercer and Hunterdon Counties as the first official scenic highway in New Jersey. This process is expected to lead to scenic highway planning efforts throughout the State in coming years.

Civic landscapes in many areas have been simplified to non-existence in the wake of cost cutting. Where there were flowers, now there's just grass or worse yet, just pavement. Old trees or unhealthy trees are often cut down and not replaced. This results in less attractive communities and greater potential for blight and decay.

Arthur Kill Park

The Arthur Kill Park is located in Elizabeth and consists of an intricate network of waterways, wetlands, and vegetated lands. Through a joint effort involving private, public and governmental resources, the Arthur Kill is now a multi-use park that offers visitors the chance to visit a number of habitats and environments as well as to take advantage of the many trails and walkways and numerous public and recreational facilities.

Related Plans

- **New Jersey Common Ground - 1994-1999 New Jersey Open Space and Outdoor Recreation Plan** (Green Acres Bureau of Recreation and Open Space Planning, DEP): This plan fulfills the federal requirement (eligibility for Land and Water Conservation Funds) for a Statewide Comprehensive Outdoor Recreation Plan (SCORP) as well as to provide guidance to the various levels of government in acquiring, developing, maintaining and protecting outdoor recreation resources throughout the State.
- **New Jersey Trails Plan** (Office of Natural Lands Management, Division of Parks and Forestry, Department of Environmental Protection, 1996): Pursuant to N.J.S.A. 13:8-30 et seq., the plan provides a vision of what a State Trails system should be in the future; identifies trails and trail systems eligible for the State Trails System or routes that can be developed into trails to expand the system; identifies new issues affecting trails and plans for these issues in the use, development and management of trails; and sets goals for implementation.
- **New Jersey Historic Preservation Plan** (Historic Preservation Office, Division of Parks and Forestry, Department of Environmental Protection, 1997): The purpose of the NJHPP is twofold:
 - a. To provide information about the historic properties and preservation programs in New Jersey; and

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b. To establish policy for the Historic Preservation Office (HPO) within the Division of Parks and Forestry, DEP.

The NJHPP sets forth long-range goals and describes specific ways in which the HPO will work to achieve these goals through its historic preservation program.

- **An Arts Plan for the State of New Jersey**, (March, 1998) NJ State Council on the Arts, assesses the state of New Jersey's arts community. The report is now being reviewed for recommendations on how best to deploy the resources available to foster the role of the arts in travel and tourism, in elementary and secondary education, and in community life in general.
- **County Park, Recreational and Open Space Plans** - Pursuant to N.J.S.A. 40:12-16, these plans are required by counties desiring to expend funds for acquisition of land from a county open space preservation trust fund. Currently 12 counties have such funds.
- **HMDC Open Space Plan** - Designates specific locations and methodologies for the preservation, restoration and protection of over 8,000 acres of open space in the District.
- **Municipal Master Plans: [in addition to the Land Use element]**
 - **Historic Preservation element** - An optional element in the Municipal Land Use Law indicating the location and significance of historic sites and historic districts; identifying the standards used to assess worthiness for historic site or district identification; and analyzing the impact of each component and element of the master plan on the preservation of historic sites and districts.
 - **Recreation element** - An optional element in the Municipal Land Use Law showing a comprehensive system of areas and public sites for recreation.
 - **Conservation element** - An optional element under the MLUL for municipal master plans that provides "for the preservation, conservation and utilization of natural resources, including, to the extent appropriate, energy, open space, water supply, forests, soil, marshes, wetlands, harbors, rivers and other waters, fisheries, endangered or threatened species.. and other resources, and which systematically analyzes the impact of each other component and element of the master plan on the present and future preservation, conservation and utilization of those resources."

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**8. *Ensure Sound and Integrated Planning and Implementation
Statewide***

Strategy

Use the State Plan as a guide to achieve comprehensive, coordinated, long-term planning based on capacity analysis and citizen participation; and to integrate planning with investment, program and regulatory land use decisions at all levels of government and the private sector, in an efficient, effective and equitable manner. Ensure that all development, redevelopment, revitalization or conservation efforts support State Plan Goals and are consistent with the Statewide Policies and Resource Planning and Management Structure of the State Plan.

Vision of New Jersey in the Year 2020

In the year 2020, the land use governance system begins with comprehensive planning, and proceeds with consistent and coordinated regulation and investment programs. These measures result in revitalized cities and towns, development and redevelopment in mixed-use Centers and other areas with infrastructure capacity, along with protecting our Environs. Development proposals that conform with local, regional and state plans are acted upon quickly and predictably. Regulatory costs are minimized. Public participation — through a collaborative master planning process that includes landowners, residents, merchants and other interested people — improves the design and functionality of each project. Sprawl has been largely contained. The equity of all New Jersey citizens is maintained through the fair distribution of the benefits and burdens of implementing plans, regulations and programs.

Comprehensive Planning

Comprehensive planning on all levels of government promotes beneficial economic growth, development and renewal, affordable housing, natural and cultural resource conservation, and revitalization of our cities and towns. Planning *within* municipalities is neighborhood- or Center-based. Planning *beyond* municipal boundaries is based on economic regions, watersheds, corridors and other natural and cultural units. It is strategic, building consortiums with the private sector. The opportunities and incentives available encourage municipalities to work together and also with their counties — first by consulting, then coordinating and cooperating with each other. Whether it concerns urban, suburban or rural areas, there is a recognition that the fortunes of each community rest in part on the decisions of adjacent areas. Just as air and waterways do not respect governmental boundaries, so too the economy, jobs and the need for decent, safe and livable communities, are all affected by both direct and indirect decisions, large and small.

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Cooperative planning with neighboring states, particularly regarding air, water, habitat, open space, transportation and economic development is routine. Federal programs reinforce and support the State Plan.

Municipal and county plans are created and updated through a collaborative process with neighboring communities and counties. These comprehensive plans recognize the linkages among land use, transportation, and environmental protection by analyzing the capacities of natural, economic, fiscal, social and infrastructure resources. Local zoning and other development ordinances are drafted and adopted as a result of and consistent with comprehensive plans. These plans and regulations enhance the equity of all segments of the community.

Capital planning and budgeting efforts on all levels of government also result from comprehensive plans. State investments and regulations regarding transportation, open space, wastewater and water supply, farmland preservation and other public facilities are based on agency plans that are consistent with local, county, regional plans and the State Plan, as well as other State agency plans.

Planning Partnerships

Public-private and other collaborative partnerships are promoted so that residential and commercial developments have adequate infrastructure (such as transportation, potable water, wastewater, stormwater drainage, schools, public safety, recreation and open space) and natural resources are protected. Developments of significant regional impact are

Washington Township, Mercer County

Washington Township has utilized a continuing, cooperative and comprehensive planning process in developing a Town Center for its Robbinsville section.

Continuing

- *Town Center idea first conceived in 1985 as a goal of the Washington Township Master Plan*
- *Concept reiterated in the 1990 Master Plan update.*
- *Town Center Development Plan developed and incorporated into the Township Master Plan in 1992.*
- *Township ordinances are amended in 1997 to incorporate the Town Center.*

Cooperative

- *The Town Center plan has been the subject of numerous meetings of the township planning board and governing body, as well as many public hearings.*
- *Landowners and developers have been involved in the planning process and have indicated support for the Town Center concept.*
- *Visioning workshops were held to develop a community consensus of what the Town Center should be and what it should look like.*
- *State agencies have also been involved in the planning process. NJDOT and NJDEP were consulted, particularly with regard to roadway proposals. NJDOT contracted for a traffic impact analysis of the Town Center area.*
- *The Town Center concept has been discussed with, and endorsed by, Hamilton Township and the Mercer County Division of Planning.*
- *Office of State Planning staff has provided technical assistance and interagency coordination to promote the Town Center.*

The SPC designated the town center in 1998.

Comprehensive

- *The master plan has been amended to incorporate the Town Center concept.*
- *The zoning ordinance has been amended to incorporate a Town Center zone.*
- *The location of development in the Town Center will be guided by a street regulating plan.*
- *Neo-traditional design guidelines specific to the Town Center have been developed.*
- *Traffic impacts have been addressed through the study funded by NJDOT.*
- *Growth management mechanisms, such as density transfers into the Town Center, are being examined.*

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anticipated through an inclusive, participatory planning process. Decisions concerning these developments result from a predictable, integrated regulatory process. Open space or farmland preservation investments, coordinated among public, non-profit and private entities, follow adopted plans and programs that promote large contiguous areas.

The private sector benefits from an established and consistent methodology that starts with comprehensive master plans (including specific, detailed elements and design guidelines), and advances through processes that encourage pre-application reviews by all relevant local, regional and state agencies. These development decisions are then well accepted by the community, in part, because infrastructure is provided prior to or concurrent with development. Additionally, this is being achieved without duplicating efforts, resources or reviews.

Planning Tools

New technologies and techniques such as home computers and Internet connections facilitate community-wide acceptance of well-planned conservation and development projects. Planners, developers, and residents utilize computers, geographic information systems, visual simulation technologies and other tools and techniques to agree on the size,

location, design and character of new growth. Educators use school-based computers to teach students the fundamentals of planning using local development plans as an invaluable resource. Plans and regulations (including zoning and other development ordinances) are prepared using standardized formats and are routinely available electronically. Convenient and comprehensive educational and training opportunities enable these boards, their staff and the public to make well-informed decisions.

A diverse range of citizens works with landowners, developers, public officials and others to prepare comprehensive master plans that project future growth based on available infrastructure capacities, current trends and commonly accepted demographic projections.

A common vision for the future is strengthened with the inclusion of *indicators* to track progress in meeting the goals of the master plan and realistic *targets* to be achieved. Implementation strategies and timetables accompany the master plan, enabling decision makers in the public and private sectors to implement agreed upon goals. Periodic self-evaluations are conducted by each planning entity and publicly issued to enable citizens to measure the effectiveness of each plan, regulation, program or investment.

Planning Support Systems

*With mapping software and spreadsheets, planners can use desktop and notebook computers to produce detailed estimates of impacts for several alternative growth patterns and rates during the course of a single meeting. Planning support systems (such as the **OSP Growth Simulation Model**) that enable experimentation and feedback complement comprehensive, citizen-based collaborative planning processes by helping planning and land use decision making:*

- *be better informed,*
- *anticipate and avoid unintended consequences of a master plan, zoning or development proposal, and*
- *be faster and less expensive.*

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The results of sound and integrated planning and implementation are Communities of Place! Centers have vibrant cores where people live and work, with carefully managed Environs. Neighborhoods in our urban, suburban and rural municipalities provide clean, safe, affordable and comfortable places to live. The State Plan promotes Center-based development and redevelopment and protection of our Environs that is the culmination of comprehensive and coordinated planning, regulation and infrastructure investment.

Background

New Jersey has long been a national leader in planning legislation and practice. In fact, state planning itself has been undertaken in some form since the 1930's.

Planning in New Jersey

The 1934 New Jersey State Plan featured a map of "Future Land Utilization," where four areas were designated: present urban, most probable urban expansion, lands generally suitable for continued farming, and lands of low agricultural value — best devoted to forest production, recreation, protection of public water supply and incidental uses. A "Development Plan for New Jersey" map was included in the 1951 New Jersey State Plan, delineating existing and proposed major highways and airports, as well as public and semi-public lands. The 1980 State Development Guide Plan utilized a "Concept Map" to identify areas of growth, limited growth, agriculture, conservation, Pinelands protection and preservation, and urban aid municipalities. The 1992 State Development and Redevelopment Plan builds on this proud history of statewide planning, and then takes it further by using advanced technologies, and involving the public in the development and decision-making process through Cross-acceptance.

The Municipal Land Use Law, landmark local planning legislation adopted in 1976, contains many progressive features still absent in many states. The requirements for master plans as a prerequisite to zoning ordinances, the preparation of housing and recycling elements, and the linking of capital budgeting to planning are among its many outstanding features. Others include the institution of defined time limits for the review of applications, the recognition of the value of Planned Unit Developments and General Development Plans, and the provisions for the creation of Regional Planning Boards.

Counties have been entrusted, since 1935 with the opportunity to prepare and adopt a master plan with recommendations for the physical development of the county. The County Planning Enabling Act also allows the planning board to adopt an official county map, review subdivisions or site plans affecting county road or drainage facilities, and provide advice to the freeholder board when formulating or developing programs and budgets for capital expenditures. Many counties have developed open space and farmland preservation plans, and have established funding for easement or fee-simple purchases.

At the State level, the Pinelands Commission and the Hackensack Meadowlands Development Commission (HMDC) are nationally and internationally recognized models of integrated regional planning and development review. Features such as transfer of development rights in the

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Pinelands and tax sharing in the Meadowlands are creative and established approaches being implemented here in New Jersey to achieve local and regional goals.

Highway access planning, transportation development districts, coastal planning and regulatory programs, and special protection for the Delaware and Raritan Canal are other significant actions that New Jersey has instituted in recent years. Metropolitan Planning Organizations and interstate authorities provide additional venues for addressing critical transportation, economic and land use issues. Promising initiatives in watershed-based environmental planning and neighborhood-based revitalization planning are currently under development.

Yet these efforts have not been enough. The passage of the State Planning Act in 1986 was in response to the widespread belief that coordinated State planning, to ensure consistency *among* State agencies and *between* State and local jurisdictions and the private sector, was lacking. Given New Jersey's complex governmental, planning and regulatory structure, a state plan was seen as the essential means to achieve planning goals within the system described in the sidebar ***Planning Entities in NJ.***

Complexities and Conflicts

There are neither *fiscal* nor *institutional* incentives for these entities to work together. In fact, in many cases fiscal and other pressures result in communities making decisions that may, in some cases be beneficial locally, but harmful to the region and state. State infrastructure expenditures are often necessary responses to needs created by local decisions regarding the location, intensity and timing of development. Many local communities in turn feel that home rule is seriously compromised by development and public facilities decisions made by neighboring communities or State or county agencies without adequate regard for the impacts on their community.

Fundamental conflicts arise as specialized agencies focus largely (and sometimes exclusively) on a single function or resource, be it housing, highway capacity,

Planning Entities in NJ

- *Five hundred and sixty-six municipalities have independent planning and zoning authority.*
- *Twenty-one counties review developments for impacts on county road and drainage facilities, and many prepare non-binding county master plans.*
- *State agencies plan for and provide road, rail, water, airports and heliports, wastewater, open space, farmland preservation, housing and public facilities infrastructure.*
- *Three Metropolitan Planning Organizations prepare regional transportation plans and approve Federally funded and certain other transportation projects.*
- *Interstate agencies such as the Port Authority of New York and New Jersey, the Delaware River Port Authority and the Delaware River Basin Commission exercise limited purpose planning and regulatory authority over vast portions of the region.*
- *The Palisades Interstate Park Commission promotes the conservation of large areas of open space in the most urbanized part of our State.*
- *In addition, over 600 school boards, and hundreds of utility, housing, transportation and parking authorities make public facilities decisions that shape development patterns.*

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wetlands, or stream quality, without taking into account how different manmade or natural systems are intricately interconnected. In response to many of the subsequently emerging problems, a number of regulatory programs have been created. These programs, in many instances, were not carefully integrated into the State's land use governance process and may not by their very nature be compatible. General purpose entities (e.g., municipalities or counties) attempt to strike a balance in master plans, development decisions and capital investments, among these often competing goals.

These conflicts are often played out in the complex process of development review, having remained unresolved while in the planning process. The process is often contentious, leading to expensive and prolonged disputes, often between neighbors and developers, local and State agencies, the initiating town and its neighboring communities. Outcomes of private development proposals and public infrastructure initiatives are often uncertain, given conflicting standards and unclear criteria for decision making.

Contributing to these difficulties is the nature of many master plans. An Office of State Planning review of a sample of municipal

master plans shows a need for both widespread citizen participation in the development of local plans, and strategic recommendations that can make these plans effective blueprints for the future. A *capacity analysis* comparing the demands likely to be generated by projected growth with the actual capacity of the affected natural and man-made systems is not often performed in full. When it is undertaken, it is not often linked to the recommended land use locations and

categories. Few plans discuss in detail their consistency with plans of neighboring communities, nor county or State plans. Demographic projections vary, and targets and indicators to measure progress in achieving community goals are rare. Implementation strategies and timetables are not described. Few plans have all or even most of the optional elements described in the MLUL.

It should be no surprise that these limitations exist. Master plans are time consuming and expensive to prepare. Most important, perhaps, is the belief held by some that master plans do not much matter. While often assisted by consultants or staff, they are adopted by volunteers on the Planning or Land Use Board, and not the governing body. Development ordinances, capital improvement programs and capital expenditures are not required to conform with the mandatory or optional elements of the master plan, let alone be based upon the plan. Zoning ordinances may deviate from the plan's required land use element with a simple resolution.

County planning offices and boards are logical entities to provide technical support and regional coordination. Yet despite sustained efforts by many counties to fulfill this role, they are severely

Intermunicipal Policy Agreements

The Somerset County Planning Board is working with its municipal planning boards to implement a memorandum of understanding regarding projects of regional significance. This effort provides a framework for: enhanced notification and public participation; a detailed analysis of how master plans and zoning ordinances are consistent with County and adjacent municipal master plans; and cooperative strategies with major State permitting agencies related to the planning and infrastructure needs of large-scale housing or commercial developments.

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limited by statutory authority and resource constraints. As a result, New Jersey lacks effective statewide inter-municipal and regional planning. An enhanced county or multi-county regional planning role, developed in cooperation with municipal and State agencies would promote comprehensive planning.

Consensus-Based Planning

The strong support of many local planning boards for New Jersey's State Planning Act is a testament to the fact that local comprehensive planning is more effective when it can be reinforced by consensus-based regional plans. Using labor market analysis, impact assessment and needs assessment techniques, regional plans can define the economic sectors and infrastructure with which the region will be competitive with other regions, while supporting its own internal needs for housing, the environment, intergovernmental coordination, and quality of community life. Geographically specialized plans for watersheds, corridors and other areas, along with plans that affect multiple municipalities, counties or even other states can be used to strengthen local planning efforts by ensuring a collaborative process and a mutual understanding of the proper role of each entity.

Attracting citizens to participate in a planning process requires diligence. While organizations such as the New Jersey Planning Officials provide statewide training, there is still a growing need for planning education and training sessions on developing a master plan, promoting responsible public participation in the planning and regulatory review processes, and linking zoning, other development ordinances, and capital improvement programs with the master plan. In some cases, State agencies have taken a lead in involving the public in developing plans, programs and regulations affecting critical resources. However, there are other regulations that do not advance a comprehensive approach, due to their outdated nature or lack of corresponding functional plans. State agencies need to work with municipalities, counties and the general public to develop effective functional plans, programs and regulations.

State Plan Response

The State Plan response relies on strategies, policies and actions that lead to better education of public officials and citizens, greater use of available tools and technology, the creation of alternative mechanisms for conflict resolution, the identification of on-going funding for planning, and the reengineering and streamlining of regulatory processes through more effective up front planning at all levels of government. Linked to these ideas are approaches to strengthen the role of regional planning, and better integrate investments and public facility provision with agreed upon plans.

The State Plan advocates the creation and coordination of strategic plans at regional, county, municipal and neighborhood levels. In particular, Regional Strategic Plans should define opportunities for economic integration and associated regional infrastructure improvements necessary for developing or revitalizing communities within the region. These plans should be prepared using market analysis, impact assessment and needs assessment techniques through collaborative efforts of governmental agencies, the private sector, and the public. While each of these entities may currently prepare such assessments and plans, they are not coordinated in

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terms of base assumptions, time frames, analytical techniques or policy development.

Sound and integrated planning and implementation is a necessary condition for the achievement of State Plan Goals of revitalization, environmental protection and resource conservation, adequate housing and public services, beneficial economic growth, and preservation of historic, cultural, scenic, open space and recreational areas. The State Development and Redevelopment Plan and the Cross acceptance process provide the forum for moving this ambitious and essential agenda forward.

Related Plans

- **Hackensack Meadowlands Master Plan** (1972 with amendments): Prepared and adopted by the Hackensack Meadowlands Development Commission, this plan has a mandate to promote economic development, protect open spaces and manage solid waste.
- **Pinelands Comprehensive Management Plan** (1981 with amendments): Prepared and adopted by the Pinelands Commission, this plan manages and conserves the resources of the Pinelands biosphere according to federal (Section 502 of the Omnibus Park Act of 1978) and State laws (Pinelands Protection Act, N.J.S.A. 13:18A-1 et seq.).
- **Regional Transportation and Land Use Plans:** For example, **Direction 2020** from the Delaware Valley Regional Planning Commission combines regional transportation and land use policies. Also, there are regional transportation plans prepared and adopted by the North Jersey Transportation Planning Authority and the South Jersey Transportation Planning Organization.
- **County Plans** (various): Most counties have plans that show recommendations for the development of the territory covered by the plan, according to the County Planning Enabling Act (N.J.S.A. 40:27-1 et seq.).
- **Municipal Master Plans** (various): Most municipalities have plans that guide the use of lands according to the Municipal Land Use Law (N.J.S.A. 40:55D - 1 et seq.).

**STATEWIDE POLICY STRUCTURE
GENERAL PLAN STRATEGY**

9. General Plan Strategy

Achieve state planning goals by coordinating public and private actions to guide future growth into compact forms of development and redevelopment, consistent with the Policy Objectives of each Planning Area, and to support the maintenance of capacities of infrastructure, environmental, natural resource, fiscal, economic and other systems.

The State Planning Act contains three key provisions that mandate the approaches the Plan must use in achieving State Planning Goals. The Plan must:

...encourage development, redevelopment and economic growth in locations that are well situated with respect to present or anticipated public services and facilities and to discourage development where it may impair or destroy natural resources or environmental qualities.

...reduce sprawl

...promote development and redevelopment in a manner consistent with sound planning and where infrastructure can be provided at private expense or with reasonable expenditures of public funds. (N.J.S.A. 52:18A-196, et seq.)

Present and anticipated public services and facilities are located in the State's urban and suburban areas and in the many smaller towns and villages existing throughout the rural areas of the State. These services are usually established in a central place and are extended outward. Sprawl occurs when growth is not logically related to existing and planned public services and facilities. Sound planning would encourage patterns of development that are less expensive than sprawl patterns because they can be served more efficiently with infrastructure. A plan that adheres to these three mandates, therefore, should have a general strategy that promotes compact patterns of development adequately served by infrastructure.

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B. STATEWIDE POLICIES

The State Planning Goals provide the ends to which governments at all levels should aspire in their planning and decision-making. The Strategies identify the most effective approaches for achieving these Goals and provide a context for policy initiatives in a broad array of substantive areas, including:

- Equity
- Comprehensive Planning
- Public Investment Priorities
- Infrastructure Investments
- Economic Development
- Urban Revitalization
- Housing
- Transportation
- Historic, Cultural and Scenic Resources
- Air Resources
- Water Resources
- Open Lands and Natural Systems
- Energy Resources
- Waste Management, Recycling and Brownfields
- Agriculture
- Coastal Resources
- Areas of Critical State Concern
- Design

1. Equity

It is the position of the State Planning Commission that a basic policy in implementation of the State Plan is to achieve the public interest goals of the State Planning Act while protecting and maintaining the equity of all citizens. It is the intent of the State Planning Commission that the benefits and burdens of implementing the State Plan should be equitably distributed among all citizens of the State. Where implementation of the goals, policies and objectives of the State Plan affects the reasonable development expectations of property owners or disproportionately affects the equity of other citizens, agencies at all appropriate levels of government should employ programs, including for example compensation, that mitigate such impacts to ensure that the benefits and burdens flowing from implementation of the State Plan are borne on an equitable basis.

In contributing to the development of the State Plan, many groups have expressed concerns about “equity.” Urban Center residents, for example, feel that their equity has been eroded through urban disinvestment and resource allocation policies favoring new development in suburban and rural areas. Suburban residents, on the other hand, feel that they have lost equity via overcrowded highways, loss of nearby open space, rising taxes, and other negative growth impacts, the result, they feel, of inadequate planning, underfunding of infrastructure and other factors. Rural residents, particularly farmland owners and other land owners, feel that their equity is eroded when the use or intensity of use of their land is constrained to the extent that it lowers the value of their property and, in particular, jeopardizes the economic viability of farming operations. These groups have expressed their desire that the Plan address these issues.

It is the position of the State Planning Commission that the State Plan should neither be used in a manner that places an inequitable burden on any one group of citizens nor should it be used as a justification for

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public actions that have the effect of diminishing equity. It is also the position of the Commission that the achievement, protection and maintenance of equity be a major objective in public policy decisions as public and private sector agencies at all levels adopt plans and policies aimed at becoming consistent with the State Plan.

The Commission urges individuals and groups that have concerns about equity to use all avenues to assure that their concerns are considered in governmental actions and to prevent inappropriate application, or abuse, of the State Plan. Legally, the State Plan is a statement of State policy formulated to guide planning, not regulation. Public sector agencies and private sector organizations such as lending institutions, should not use designations and delineations contained in the State Plan to determine the market value of particular tracts or parcels of land. Accordingly, such uses of the State Plan are inappropriate because it is not designed to regulate and should not be applied to the future use or intensity of use of specific parcels of land. Both public- and private-sector agencies are cautioned that direct application of the State Plan to specific parcels of land may result in inequitable distribution of the benefits and burdens of public action.

2. Comprehensive Planning

Capacity Analysis and Sustainable Growth

New planning tools make it easier for planners to identify the capacities of the natural and built environments and use them as a basis for planning. This approach to planning, sometimes known as “capacity analysis” is a matter of logic — public policy and private investments should not generate demand that exceeds capacity. The approach incorporates economic, environmental and social considerations to make the implications of piecemeal decisions explicit by accounting for off-site, cumulative and regional impacts of growth.

Capacity analysis recognizes that the ultimate, cumulative results of development, known as “build-out,” need to be understood. Managing growth to maintain alignment between demand and capacity is not a complex science, but a matter of common sense. Managing growth to maintain balance between demand and capacity is also not a matter of abstract “number-crunching”; it is a process of informed decision-making that ultimately depends upon the sound judgment of appointed and elected public officials who consider local and regional demand-capacity analyses when they make policy or otherwise exercise discretion.

Capacity is not just a matter of physical tolerances, but is also a matter of fiscal responsibility or efficiency. The ability of the State and its citizens to generate revenue for infrastructure is not unlimited, and public funds should be used to maximize capacity per unit of investment. In other words, if \$1 of public investment in a Center can support 2 units of development while the same \$1 can only support 1 unit of development of sprawl, then the fiscal capacity of the State is undermined with continuation of the sprawl pattern.

Understanding the capacity of the natural and built environment does not necessarily require a sophisticated planning capability. Nor does it necessarily require that all systems be extensively analyzed to maintain alignment between demand and capacity. In many areas, the controlling factors — those that are limiting — are easily identified and understood and pre-empt the need to understand the capacity of other systems. For example, in some areas, potable water may be the limiting factor. Information about

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existing and planned water supply is available from the purveyors of water and from state, regional and local agencies. That information can be translated into development capacity by using established demand-coefficients. There may be other system capacities that could be analyzed, but if the availability of potable water is the limiting factor, other capacities need not be analyzed. In some situations, understanding system capacities may require technical assistance to ensure that all important community values are protected.

The elements of demand-capacity management are:

1. Establish level-of-service standards for capital facilities and quality standards for natural resources and other systems that define desired conditions in the future;
2. Analyze existing and planned system capacities;
3. Compare existing and planned system capacities to anticipated demand;
4. If anticipated demand exceeds existing and planned system capacity, analyze the environmental and fiscal costs of expanding system capacity; and
5. Prepare state, regional and local plans that manage growth and public investment so that:
 - a.) a balance between demand and system capacity is maintained on a short- and long-term basis; and
 - b.) new growth, development and attendant public investment are concentrated in Centers where economies-of-scale can be achieved.

Plan Endorsement

The 1992 Plan presents and advocates a conceptually simple and uniform structure for classifying and organizing all land within the State Plan's jurisdiction. Outside of certain parks and military installations, land is mapped as being in one of five planning areas and is further intended to be located either in a Center — an existing or planned settlement that is compact, pedestrian-oriented and mixed-use — or in the Environs — lands outside the Community Development Boundary of Centers with less intensive development patterns or open lands.

The Commission has encouraged communities, either singly or regionally, to petition for Center designation, a process that requires the mapping of the Center and Environs through the delineation of a Community Development Boundary. Center designation is required in most cases as a prerequisite for access to state priorities for investment and permitting.

After seven years of experience with this approach several significant problems have become clear.

- Many communities, particularly those that have developed since World War II, do not have a physical form that consists of compact Centers and lower density or open Environs. These places, including communities such as Cherry Hill, Old Bridge, Parsippany Troy Hills and many others have, thus, been limited in participating in the Center designation process.
- In those developed parts of the state where distinct Centers with mixed-use cores and pedestrian-scale neighborhoods exist, they are often adjacent to one another and present a continuous development pattern. This is most clearly evidenced along the commuter rail lines in the northern part of the state, in communities such as Westfield, Cranford, Plainfield, South Orange,

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Maplewood, Summit, Ridgewood, and Glen Ridge, and along highway corridors such as Route 30 through Camden County. These places do not have an easily defined Environs. Meaningful mapping of Community Development Boundaries is therefore difficult and not always useful.

- Many less developed communities have a large land mass and are likely to have more than one existing or planned Center. The current designation process does not always address the entire municipality or region, but may focus on one Center and its immediate Environs. The broader local and regional perspective encouraged by the State Plan is thus not fulfilled.
- The regional perspective is often limited in current Center petitions, given their narrow geographic scope. Counties, the logical level of government to coordinate these petitions, do not always provide a leadership role. This is partly because the county itself is not eligible for higher priority.
- Communities submitting petitions for Center designation were generally only required to discuss planning policies and actions, not implementation actions, such as zoning or capital improvements. As a result in some cases a community would present a Center petition that was consistent with the State Plan, yet the zoning and capital improvements were not always supportive of the local plan.

To respond to these issues, the Interim Plan calls for the Center designation petition process to be replaced with a *Plan Endorsement* process for comprehensive plans. This would address the need to consider planning policies in an entire municipality or group of municipalities. A community's master plan, a regional or county plan, or a corridor or watershed-based plan and accompanying development regulations would be reviewed for consistency with the State Plan's goals, planning area policy objectives and, where applicable, statewide policies, and if found consistent by the Commission, would be endorsed and therefore eligible for priority assistance.

In the Metropolitan and Suburban Planning Areas, plans would not have to delineate a Community Development Boundary or identify Environs. These plans would need to identify opportunities for strengthening existing cores and neighborhoods and for redesigning nodes into places compatible with State Plan provisions.

In the Fringe, Rural and Environmentally Sensitive Planning Areas, Community Development Boundaries and Environs would be delineated and contained within plans endorsed by the SPC.

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Table 4. Summary of Changes to Center Designation/Plan Endorsement Process

Issue	Current Plan	Interim Plan
Center Designation	Applicable statewide	Centers would be delineated in endorsed plans, where applicable, and designated as part of SPC plan endorsement.
Plan Endorsement	<ul style="list-style-type: none"> • Strategic revitalization plans for distressed municipalities and in urban complexes • Corridor regional development plans 	All plans including strategic revitalization plans for distressed municipalities, regional strategic plans and local plans (Corridor regional development plans are proposed to be replaced by regional strategic plans.)
Delineation of Community Development Boundaries	Applicable statewide	Required in PA3, 4, 5 Optional in PA1 and PA2
Identification of Environs	Applicable statewide	Required in PA3, 4, and 5 Optional in PA1 and PA2
Identification of cores	Encouraged statewide	Encouraged Statewide
Identification of nodes	Included in corridor plans	<i>Existing</i> nodes: recognized in endorsed plans; <i>New</i> nodes: only Heavy Industrial/Transportation/Utility Nodes recognized as part of Endorsed plans (see Planning Area Policies 4 and 5)
Multi-jurisdictional Plans	Encouraged	More strongly encouraged
County Plans	Encouraged but not eligible for priority assistance	Encouraged and eligible for priority assistance
Access to Statewide Priority System	Requires Center designation or strategic revitalization plan	Requires Endorsed Plan
Vehicle for jurisdictions to receive designation/endorsement	Center designation petition	Submission of plan and supporting implementation documentation
Submission of documentation supporting implementation of plan	Planning and implementation agenda or proposed actions required	Documentation requires that zoning, capital investments and other implementation provisions support the plan presented for endorsement.

General Planning Policies

Policy 1 Planning Resources

Provide adequate professional and technical planning resources and funding to ensure effective capacity-based planning at all levels of government. These resources include:

- planners

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- data base information sharing
- data base management systems
- mapping
- technology (computers) and
- administrative and budgetary support

Policy 2 Planning Education and Training

Provide for adequate planning education and training for professional and citizen planners serving at all levels of government and to students in primary and secondary schools.

Policy 3 Capacity Considerations in Planning

Use the most up-to-date information available on the capacities of natural, infrastructure, social and economic systems, and on desirable level of service standards to inform growth and development planning and decisions.

Policy 4 Integrated Plans, Regulations and Programs

Ensure that regulations, as well as infrastructure investments and other related programs, are consistent with adopted plans, on an intra- and inter-governmental basis.

Policy 5 Planning Tools

Actively use a wide variety of planning tools (e.g. Build-Out Analysis, Capacity Analysis, vision planning, Geographic Information Systems, Density Transfers including TDR and PDR, clustering, impact fees, agricultural enterprise zones, lot size averaging and Special Improvement Districts) in the preparation of plans, regulations and programs that achieve common goals.

Policy 6 Conflict Resolution

Provide enhanced opportunities for conflict resolution throughout the planning and regulatory process with due regard for public input and disclosure.

Policy 7 Targets, Indicators and Reporting

Include Targets and Indicators in municipal, county, regional, specialized and state plans, and provide periodic reporting on progress towards meeting the goals of these plans.

Policy 8 Implementation Strategies and Timetables

Ensure that municipal, county, regional and state plans contain or be accompanied by implementation strategies and timetables.

Planning for Different Jurisdictions

Policy 9 Comprehensive Master Plans, Regulations and Programs

Adopt and implement comprehensive municipal master plans that are consistent with the State Plan and include all pertinent elements authorized under the MLUL, as well as regulations and programs.

Policy 10 Collaborative Planning

Develop plans in collaboration with appropriate communities, organizations and agencies not traditionally involved in comprehensive planning processes.

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Policy 11 Multi-Jurisdictional Planning and Public Service Delivery

Promote multi-jurisdictional planning and provision of public services wherever efficiencies can be achieved.

Policy 12 County or Multi-County Plans, Regulations and Programs

In partnership with the affected municipalities, adopt and implement comprehensive plans, regulations and programs on a county or multi-county basis consistent with the State Plan.

Policy 13 Regional Strategic Plans

Develop Regional Strategic Plans consistent with the State Plan through a partnership of State, county, regional and municipal agencies for labor markets or other areas that define the needs, opportunities, vision and regional objectives and strategies for:

- land use;
- redevelopment;
- economic development;
- housing;
- public facilities and services;
- environmental protection and conservation;
- intergovernmental coordination; and
- quality of community life.

Policy 14 Multi-State Regional Planning

Engage in interstate comprehensive planning consistent with the State Plan where a regional perspective is necessary for the management of systems (including land, water, air, transportation and utility) that cross state boundaries.

Policy 15 Federal Plans, Regulations and Programs

Collaborate with federal agencies to ensure that federal comprehensive and functional plans, investments, regulations and programs are consistent with the provisions of the State Plan and other State policies.

Policy 16 Regional Coordination

Coordinate the review of plans, regulations, programs and projects that potentially have “greater-than-local” impact to minimize adverse regional and local impacts.

Policy 17 Sound Planning for Regulatory Efficiency, Predictability & Accountability

Use the planning process to resolve issues in advance of the regulatory process and to eliminate unnecessary and costly delays.

Policy 18 Expeditious Regulatory Processes

Regulations that create uncertainty, lengthy and duplicative review processes and add cost without concomitant public benefit should be modified to achieve their purpose or eliminated.

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Policy 19 Conflicts Between Development and Other Objectives

Conflicts between all development and environmental objectives and/or infrastructure capacity should be resolved through the master planning process and certainly before development applications are filed.

Policy 20 Increased Public Understanding & Participation

Maximize public understanding of and participation in local, regional and State planning, regulation and infrastructure investment programs.

Policy 21 State Agency Plans, Regulations and Programs

Coordinate the development, revision and implementation of State agency and state entity functional plans, regulations and programs to the maximum extent permitted by law to achieve consistency among state plans, regulations and programs and the timing of their implementation.

Policy 22 Geographically Specialized Plans, Regulations and Programs

Collaborate to develop and implement geographically specialized plans, regulations and programs (e.g., watersheds, airsheds, corridors, etc.) wherever appropriate in coordination with the State Plan.

Policy 23 Endorsed Plans

Local and regional plans shown to be consistent with the State Plan are eligible for endorsement by the State Planning Commission.

Policy 24 Unified Demographic Forecasts

Prepare and utilize a common set of household, employment and population forecasts locally, regionally and statewide.

Policy 25 Tax systems and Ratable Chase

The State and local tax and revenue system should be structured to minimize the impact of the ratables chase on sound and coordinated planning and development.

3. Public Investment Priorities

When growth happens quickly and continues for a long period at a rapid pace, the public sector cannot provide facilities and services fast enough. To grow and prosper while maintaining our quality of life requires our public investments in infrastructure and natural resources to be managed more wisely. Where, how and when we invest in these resources greatly influences the location, pattern and pace of growth.

It is the intent of the State Plan that the full amount of growth projected for the State should be accommodated. Plan Strategies recommend guiding this growth to Centers and other areas identified within Endorsed Plans where infrastructure exists or is planned and where it can be provided efficiently, either with private or public dollars. (Designated Centers are included in the category of communities with Endorsed Plans.) Public investment priorities guide the investment of public dollars to support and carry out these Plan Strategies.

The Plan's public investment priorities directly affect only the allocation of public funds where an agency has discretion or latitude in determining how the allocation should be made. If funding mandates are too restrictive to allow discretion, the funding agency should seek discretionary authority to allocate funds

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according to the Plan's priorities. If funding mandates allow discretion once the mandates have been satisfied, or if there are no funding mandates, the exercise of discretion should conform to the Plan's priorities.

By incorporating these priorities into their own decision making, local governments, regional agencies and private organizations may increase the effectiveness of the State Plan and the efficiency of their own plans and projects to the extent that they rely on public infrastructure, public resources or other public actions to be approved or put in place.

The purpose of the Public Investment Priorities is to recommend to State Agencies a modified pattern of investment that will result in the more effective implementation of the State Plan's Policies and Resource Planning and Management Structure (RPMS).

The State Planning Commission recognizes that State Agency infrastructure investment practices may be constrained by legal, regulatory or operational imperatives. It is, however, expected that over time State Agency practices will move in the recommended direction and lead to the patterns of development and quality of life envisioned in the State Plan.

The Commission will monitor, evaluate, periodically report on, and, when appropriate, re-adjust the public investment priorities through the Cross-acceptance process.

The statewide policy sections and planning area policy objectives provide guidance in determining the nature and location of public investments. The broader statewide principles relating to investment priorities are presented in this section. State agency permitting is also covered by the priority system. The public investment priorities ensure that public health and safety is protected before other priorities for the expenditure of public funds are satisfied. Funding for maintaining and repairing infrastructure and the preservation of infrastructure systems is a higher priority than expanding capacity or capital assets.

An Endorsed Strategic Revitalization Plan is required for communities to be eligible to receive discretionary funds for distressed municipalities.

Infrastructure and program priorities for expanded capacity or capital assets are arrayed among municipalities and regions with Endorsed Plans irrespective of planning area.

Other priorities enable projects and programs anywhere in the State to acquire higher priority if they have certain characteristics and if the municipality or county has undertaken certain activities. The intent of providing other priorities is to encourage municipalities and counties, through funding incentives, to engage in certain programs and activities that are essential to the achievement of State Planning Goals and that will increase the ratio of benefits to costs in spending public funds. With these other conditions, a project's or program's priority can change relative to others. This change in priority occurs as a result of the status of the following factors:

- The municipality's or county's level of distress;
- The municipality's or county's participation in multi-jurisdictional programs;

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- The municipality's Certified Housing Element;
- The magnitude of public benefit resulting from investment in the project; and
- The approval of municipal or county functional plans by the appropriate State agency.

The general effect of the Plan's public investment priorities is to give higher priority for projects and programs in distressed urban communities with Endorsed Strategic Revitalization Plans, particularly in Urban Centers, while providing opportunities for nondistressed communities to receive high priority as well to meet their needs.

A summary chart of the public investment priority system is included in this section.

The priority system should apply to expenditures and permitting decisions covering:

- transportation;
- open space and recreation;
- housing and community development;
- farmland retention;
- historic preservation;
- wastewater;
- storm water;
- water supply;
- natural systems;
- economic development;
- cultural facilities; and
- brownfields and hazardous waste remediation.

In addition to the program areas above, the priority system will apply to communities with Endorsed Strategic Revitalization Plans where appropriate to expenditures and permitting decisions covering:

- health;
- education;
- public safety;
- social services; and
- job training.

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Table 5. Public Investment Priorities Summary

Statewide
<p>(1) Public Health & Safety</p> <p>(2) Infrastructure Maintenance, Repair & System Preservation</p> <p>(3) Capacity Expansion & Capital Assets</p> <p style="padding-left: 40px;">a) Urban Complex</p> <p style="padding-left: 40px;">b) Urban Centers with Endorsed Plans</p> <p style="padding-left: 40px;">c) Urban Centers</p> <p style="padding-left: 40px;">d) Other Endorsed Plans</p>
Other Priorities
<ul style="list-style-type: none"> • Priority for Municipalities with Strategic Revitalization Plans • UCC Neighborhoods with UCC-Approved Plans • Distress • Multi-jurisdictional planning & service delivery • COAH certification • Magnitude of public benefit • Local functional plans consistent with State functional plans

Public Investment Priorities

Policy 1 Priority for Public Health and Safety

Highest priority should be given to infrastructure projects and programs statewide that mitigate life-threatening situations and emergent threats to the public's health and safety, regardless of the location.

Policy 2 Priority for Infrastructure Maintenance, Repair and System Preservation

The maintenance, repair and system preservation of infrastructure should be given priority over all other infrastructure expenditures, except those that protect the public's health and safety (see Policy 1). This policy (Policy 2) should not be interpreted to include the expansion of facilities to accommodate future growth or to meet new level of service standards. Additionally, when granting priority for local projects, consideration should be given to local ability and efforts to maintain and repair the local facility or service.

Policy 3 Priorities for Capacity Expansion or Capital Assets

Municipalities, Counties or Regions with Endorsed Plans should receive the highest priority for Infrastructure funds in the following order:

- (1) Urban Complexes;

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- (2) Urban Centers with Endorsed Plans;
- (3) Urban Centers; and
- (4) Other Endorsed Plans.

Other Priorities

Policy 4 Priority for Municipalities with Strategic Revitalization Plans

Allocate a sufficient amount of available discretionary funds for distressed municipalities that have Endorsed Strategic Revitalization Plans.

Policy 5 UCC Neighborhoods

UCC-designated Neighborhoods should receive priority for both physical and social service funding in accordance with their UCC-approved plans.

Policy 6 Priority for Distressed Municipalities

All other factors being equal, both priority and funding amounts should be directly related to level of distress.

Policy 7 Priority for Multi-jurisdictional Planning and Service Delivery

Municipalities and counties that engage in multi-jurisdictional planning programs to address greater-than-local problems or to provide jointly public facilities and services, where joint provision is shown to be more cost effective than local provision, should receive higher priority than other municipalities and counties.

Policy 8 Priority for Certified Housing Elements

Municipalities that have Housing Elements certified by the Council on Affordable Housing should receive higher priority than municipalities that do not have certified Housing Elements.

Policy 9 Priority for Magnitude of Public Benefit

Projects or programs with a higher benefit per public dollar invested than competing projects or programs should receive higher priority.

Policy 10 Priority for Approved Functional Plans

Municipalities and counties that have functional plans (e.g. transportation, open space, farmland, housing, etc.) approved by the appropriate state agency shall receive higher priority.

4. Infrastructure Investments

Capital Planning and Budgeting Coordination

Policy 1 Infrastructure Assessments

Prepare and maintain publicly available State, county, municipal, school district and special district capital plans that assess the life cycle needs for infrastructure and identify specific capital projects that address State, regional and local needs and support all planning objectives of local master plans and State agency functional plans.

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Policy 2 Budgeting for Infrastructure

Provide infrastructure through capital facility budgets based on current, adopted capital plans that identify potential sources of financing for each project.

Policy 3 Infrastructure and Development

Encourage development, redevelopment and economic growth in locations that are well suited with respect to present or anticipated public facilities and services and where infrastructure can be provided at private expense or with reasonable expenditure of public funds and in accordance with the provisions of the State Plan.

Policy 4 Coordinating Infrastructure Investments

Coordinate infrastructure investments with those of surrounding and overlapping jurisdictions through collaborative capital planning, regionalization or regional sharing of facilities and services.

Policy 5 Impact Assessments

Include in capital plans an assessment of the direct, indirect and cumulative impacts of installing recommended infrastructure, and of the development that the infrastructure may support or induce.

Policy 6 Official Maps

Use Official Maps and adopted Master Plans as a basis for preparing capital plans, improving the efficiency of the development review process, and for establishing and exercising rights of first refusal in acquiring private land for public uses at the time of private sale.

Policy 7 School Facilities

Make the most effective use of existing school facilities, plan new facilities to serve as community centers, and locate new school facilities to serve as focal points for existing and new development, to best use the capacity of other school facilities, roads, transit, parks and other necessary infrastructure in ways that permit maximum use of non-automotive transport, chaining of shopping and other trips with school trips and sharing of parking, recreational and other public facilities.

Policy 8 State Facilities

State Government land and facilities should be acquired, managed and disposed of in a manner consistent with State Plan provisions.

Infrastructure and Centers and Areas with Endorsed Plans

Policy 9 Expeditious Regulatory Review Within Centers and Areas with Endorsed Plans

Provide expeditious regulatory review of public and private sector projects and programs that are located within Centers or areas with Endorsed Plans planned by municipalities or counties to meet Planning Area policy objectives, by moving them ahead of others for priority review and by providing intergovernmental and interagency reviews.

Policy 10 Coordinating Plans

Coordinate municipal, county and State plans and programs that affect the provision of Capital Facilities and services.

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Policy 11 Establishing Level-Of-Service Standards

Establish standards in capital plans for adequate levels of service for Capital Facilities sufficient both to support development within Centers and to maintain capital facility capacities in systems outside Centers and link Centers, consistent with the policy objectives of the Planning Areas.

Policy 12 Coordinating Capital Facilities and Service Standards

Provide Capital Facilities that are necessary to support projected levels of development at desirable levels of service.

Infrastructure Investments, Development and Housing

Policy 13 Infrastructure Investments as a Redevelopment and Development Tool

Make infrastructure investment decisions that shape growth, leverage and promote opportunities for economic development and redevelopment, and link places of residence with areas of employment opportunities in accordance with Planning Area Policy Objectives.

Policy 14 Infrastructure Investments and Rights-of-Way

Coordinate infrastructure investments by sharing rights-of-way, to the extent safe, efficient and possible.

Policy 15 Infrastructure Investments and Affordable Housing

Provide high priority to infrastructure investments that are necessary or desirable for the construction of affordable housing in accordance with Planning Area Policy Objectives.

Infrastructure Investments and Natural, Historic, Cultural & Scenic Resources

Policy 16 Infrastructure Investments and Historic, Cultural and Scenic Resources

Provide infrastructure in ways that ensure the preservation and renewal of historic, artistic, archaeological, aesthetic, scenic and other cultural resources and that protect these resources from the direct, indirect and cumulative impacts of installing infrastructure and development that infrastructure may support or induce.

Policy 17 Infrastructure Investments and Natural Resource Protection

Plan, design, construct and maintain infrastructure in accordance with capital plans that protect the functional integrity of natural resources from the impacts, including direct, indirect and cumulative, of installing the infrastructure and of the development that it may support or induce.

Policy 18 Infrastructure Investments and Water Resources

Provide the necessary infrastructure investments and related services in accordance with capital plans that ensure a safe and sufficient supply of water for present and anticipated needs according to a comprehensive watershed management plan that includes water quality standards, water conservation measures, measures that protect future supplies from the cumulative impacts of development and use of land assets that protect water supplies.

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Policy 19 Infrastructure Investments and Air Quality Standards

Through capital plans, plan and provide for infrastructure that will lead to the attainment of National and State Ambient Air Quality Standards within the time frame set forth by the State Implementation Plan (SIP) prepared pursuant to the Federal Clean Air Act Amendments of 1990.

Policy 20 Infrastructure Investments and Flood Control & Storm Water Management

Plan, design, construct and maintain integrated flood control and storm water management infrastructure and related services, and address both point and nonpoint sources, and maximize the use of nonstructural alternatives to minimize flooding, water pollution, and damage to structures and ecological systems.

Policy 21 Infrastructure Investments and Sanitary Sewer Systems

Support sanitary sewer system installations that encourage the location of future growth in Centers and the Metropolitan Planning Area in ways that achieve water quality goals, including separating wastewater and storm water systems where feasible.

Policy 22 Rural Wastewater Systems

Encourage the use of innovative technologies and decentralized systems in Centers in communities with Endorsed Plans in the Fringe, Rural and Environmentally Sensitive Planning Areas where they are adequately financed, managed and maintained to achieve environmentally and cost effective operation.

Policy 23 Infrastructure Investments and Recycling and Waste Disposal

After maximum source reduction, plan, design, construct and maintain appropriate recycling and waste disposal facilities for both hazardous and non-hazardous solid waste regionally, at locations throughout the State, in a manner consistent with the integrity of natural resources and of adjacent development.

Infrastructure Investments and Open Space

Policy 24 Infrastructure Investments and Recreational Facilities & Open Space

Protect recreational facilities and open space from direct, indirect and cumulative impacts associated with the installation of infrastructure that development may support or induce.

Policy 25 Acquiring Land for Multiple Benefits

Coordinate and leverage public investment in land assets, in fee or easements, to provide multiple benefits for public purposes including land banking.

Policy 26 Retention of Public Land for Public Purposes

Protect existing public investments in land where they may serve future transportation needs, provide recreation opportunities or benefit other public purposes.

Policy 27 Return of Unused Public Land to the Private Market

Where appropriate and when no public purpose can be found, unused and abandoned public land may be sold for private use consistent with Statewide Policies and the provisions of the applicable Planning Area.

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Policy 28 Infrastructure Investments and Contiguous Open Space

Acquire, develop and install infrastructure, related services and public and private utilities in ways that protect and maintain the functional integrity of contiguous open space areas and corridors, agricultural land and environmentally sensitive features, except where necessary to provide emergency access to existing uses to address immediate or emerging threats to public health and safety.

Infrastructure Investments and Seasonal Demands

Policy 29 Infrastructure Investments and Travel, Tourism and Seasonal Demands

Plan, design, construct and maintain infrastructure in accordance with capital plans that address the special seasonal demands of travel and tourism throughout the State, using innovative management techniques (e.g., reverse lanes) where appropriate and giving priority to the primary resource-based recreational areas of the New Jersey Shore and the Highlands. Access to, mobility within and adequate water supply and treatment facilities for these areas should be managed to satisfy seasonal demand while protecting the resource.

Policy 30 Conversion of Seasonal Communities

Use the capital planning process to identify and make the necessary infrastructure investments in seasonal communities that have become or are becoming year-round communities to remedy threats to the public's health and safety and prevent environmental degradation.

5. Economic Development

Managing Economic Development Programs

Policy 1 Intergovernmental Planning and Coordination

Coordinate economic development activities both horizontally on each level of government and vertically among the levels of government.

Policy 2 Economic Development Data Base

Devise, in collaboration with other agencies at all levels of government, an integrated and coordinated economic development data base for use in developing state and local economic development plans and programs.

Policy 3 Efficient Regulatory Procedures

Restructure and simplify regulatory activities through comprehensive planning and careful reengineering in order to eliminate unnecessary and costly delays.

Policy 4 Coordination of Public and Private Economic Development Activities with Secondary Schools and Institutions of Higher Learning

Coordinate public and private economic development activities with secondary schools and institutions of higher learning to encourage high technology and information transfer related to industrial and commercial enterprises and to assist in curriculum development and job placement.

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Economic Development and Public Investment

Policy 5 Capital Facilities

Provide adequate capital facilities, whether publicly or privately owned or maintained, to meet economic development objectives of the Planning Area.

Policy 6 Locating Public Facilities to Anchor Development and Redevelopment

Locate public facilities and services and cultural facilities to support redevelopment in Centers, Cores and mixed use developments, when a municipality does not host a disproportionate share of tax exempt activities.

Policy 7 Goods Movement

Promote planning and investments in capital facilities that make the movement of goods safe and efficient within and through New Jersey's ports, airports, rail systems and roads.

Policy 8 Airports

Preserve and enhance the capability of New Jersey's public use airports to support regional economic development and act as a conduit for goods movement and trade development as a recognized part of interstate commerce.

Economic Development and the Private Sector

Policy 9 Existing Business Retention and Expansion and New Business Development

Promote the retention and expansion of existing businesses, the relocation of businesses from other states or abroad, and the creation of new businesses by providing financial incentives, technical assistance, appropriate regulatory reform and information services and by ensuring that qualified workers are available in reasonable proximity to places of employment.

Policy 10 Economic Targeting

Identify and target for appropriate public policy support those economic sectors with the greatest growth potential and public benefit.

Policy 11 Modernize the Existing Economic Base

Promote the modernization of the existing economic base through the provision of financial incentives, technical assistance and the training and retraining of workers to foster the application of high technology.

Policy 12 Redevelopment and Adaptive Reuse of Obsolete/Underutilized Facilities

Provide financial and technical assistance for the redevelopment and adaptive reuse of obsolete or underutilized public and private facilities for appropriate economic development purposes.

Policy 13 Expand International Trading Opportunities

Expand international trading opportunities by developing trade policies and programs that build upon New Jersey's strategic economic, geographic, existing and planned infrastructure, skilled work force and demographic advantages.

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Policy 14 Travel and Tourism

Enhance both domestic and international travel and tourism throughout the state by investing in facilities, services and marketing that capitalize on our natural resources, arts, culture, history and recreational and urban amenities.

Policy 15 Work Force Skills

Expand efforts at all levels of government, consistent with the State Employment and Training Commission's Unified State Plan for New Jersey's Workforce Readiness System, to enhance the quality of the work force and improve labor-market functioning, with special targeting of women and minority groups and of special needs groups.

Policy 16 Improved Workplace Safety and Health

Promote workplace health and safety, in both the private and public sectors, by encouraging employers to make workplace safety and health programs an integral part of their overall business plans and by encouraging the use of government services to improve workplace health, safety and business productivity.

Policy 17 Skills and Leadership Counseling and Training

Provide skills training, leadership counseling and training, and financial assistance, including micro loans, to small business enterprises, with special targeting of women and minority groups.

Policy 18 Enhancing Agriculture

Encourage economic development and employment opportunities that enhance the viability of agriculture as an industry.

Policy 19 Use of Markets to Achieve Public Policy Goals

Create new markets or adapt existing markets (e.g. emissions trading, density transfers, peak period pricing) to achieve State Plan goals and policies.

Policy 20 Maritime Facilities

Promote planning, investment and maintenance of maritime facilities and services in ways that balance economic and environmental objectives.

Spatial Strategies for Economic Development

Policy 21 Urban Revitalization

Coordinate and direct economic development activities to promote urban revitalization.

Policy 22 Balance Housing and Employment

Encourage proximity between housing and employment to achieve a balance between housing and job opportunities and to ease commuter travel.

Policy 23 High-Technology Activities

Support the creation of high-technology economic activities through financial incentives, technical assistance and work force training in coordination with educational institutions.

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Policy 24 Import Substitution

In lieu of imports, encourage, where appropriate and cost-effective, the use of energy, retail goods, agricultural products, entertainment services and other products or services produced or manufactured in New Jersey.

Policy 25 Interstate Cooperation

Promote interstate cooperation that maximizes the efficiency of infrastructure and fosters regional growth while discouraging intra-regional bidding wars.

Policy 26 Public/Private Partnerships

Promote public/private partnerships at all levels.

Policy 27 Home Based Businesses

Review State and local regulations and modify where appropriate to accommodate home-based businesses by adopting a definition and setting reasonable limits on activities.

Sustainable Economic Development

Policy 28 Full Cost Accounting

Promote markets and pricing policies that incorporate true social, economic and environmental costs and other externalities and allocate public goods accordingly.

Policy 29 Sustainable Economic Growth

Economic development activities should avoid the depletion of resources and any other activities which compromise the livelihood of future generations and negatively affect quality of life.

Policy 30 Measuring Sustainable Economic Growth

The depletion of resources and other dimensions of sustainability should be taken into account when measuring economic growth and development.

Policy 31 Eco-Industrial Districts

Encourage the clustering of compatible industries in ways that reduce natural resource consumption and minimize industrial waste and pollution.

Policy 32 Green Business

Promote the creation and expansion of businesses that use raw materials from renewable sources (including recycled materials), generate minimal emissions and produce products that are either environmentally benign or that mitigate specific environmental problems.

6. Urban Revitalization

Revitalization and Comprehensive Planning

Policy 1 Coordinating Revitalization Planning

Revitalize communities through a coordinated, comprehensive planning process that includes:

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- participation from neighborhoods, civic-, community- and faith-based organizations, for- and non-profit groups and businesses, municipalities, counties and State agencies;
- regional partnerships among neighboring municipalities, counties and states; and
- regional planning entities and planning processes that coordinate and implement, as appropriate, Strategic Regional Plans, Urban Complex Plans, municipal and county master plans, Strategic Revitalization Plans, Neighborhood Empowerment Plans and their associated action programs.

Policy 2 Revitalization Planning and Infrastructure

Provide public facilities and services in urban areas in an efficient manner to encourage growth, development and redevelopment in accordance with adopted plans.

Policy 3 Strategic Revitalization Plans

Prepare Strategic Revitalization Plans that:

- assess community strengths and weaknesses;
- define overall physical and social strategies to promote regional efficiencies and revitalization efforts;
- define physical and social strategies for creating interjurisdictional coordination and cooperation;
- specify physical and social strategies to target public investments for greatest efficiency and impact; and
- satisfy applicable minimum State agency application requirements to receive expedited consideration for State funding and technical assistance.

Policy 4 Neighborhood Empowerment Plans

Prepare Neighborhood Empowerment Plans that:

- assess community strengths and weaknesses;
- define short- and long-term community goals and objectives; and
- identify specific neighborhood restoration projects.

Policy 5 Urban Complex Plans

Prepare Urban Complex Plans that substitute for individual municipal Strategic Revitalization Plans within their jurisdiction and that:

- describe the interrelationships that exist within the Urban Complex;
- identify issues affecting the future growth and viability of the Urban Complex;
- assess the strengths and weaknesses of the Urban Complex; and
- specify strategies for regional cooperation and action.

Policy 6 Community Design

Include in all revitalization efforts community design guidelines that:

- promote mixed-use and public open space in redevelopment projects so that these areas are both attractive and functional for residents and businesses;

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- establish design criteria to improve and enhance waterfront areas, corridors, neighborhoods and gateways;
- design and redesign buildings and neighborhoods to both improve public safety and facilitate community interaction;
- encourage compact mixed-use redevelopment projects through master plans, zoning and other development regulations where they are compatible with the general character of surrounding areas;
- provide and maintain appropriate lighting that improves pedestrian movement and public safety;
- establish compatible design criteria for commercial facades, setbacks and streetscapes;
- encourage the creation of design facilitation teams drawn from public agencies and private groups to consult on development and redevelopment projects; and
- facilitate the inclusion of art work and quality aesthetics in design in all construction projects.

Policy 7 Land Use Regulations

Modify land use regulations to maximize the effectiveness of revitalization efforts by incorporating, for instance, innovative land assembly methods for redevelopment projects.

Policy 8 Transportation

Coordinate land use and transportation planning to produce land use patterns and transportation linkages that support each other.

Revitalization, Economic Development and Infrastructure

Policy 9 Economic Development Programs

Support urban revitalization efforts that:

- encourage the formulation of economic development programs that are coordinated with Regional Strategic Plans;
- provide targeted sales and other tax benefits with proceeds available for local public investment;
- encourage the location of public, institutional, educational, medical and cultural facilities to encourage revitalization;
- encourage the use of Special Improvement Districts for downtown and neighborhood Center revitalization;
- promote micro-loans for small business creation and retention as a prime vehicle for economic revitalization and integration with the regional economy;
- encourage the location of large scale retail in downtown locations;
- encourage the location of entertainment and cost-effective sports facilities in downtown locations;
- promote tourism;
- capitalize on opportunities for international trade; and
- promote agricultural-related economic development activities.

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Policy 10 Deferred Maintenance

Eliminate the backlog of infrastructure repair and replacement arising from deferred maintenance and system failures.

Policy 11 Infrastructure Policies

Target infrastructure investments, levels of service and pricing policies to encourage revitalization.

Policy 12 Local Economic Development

Support urban revitalization efforts that:

- encourage the formation of community based, city wide and regional economic development corporations and programs to attract both public and private funding; and
- actively promote State agency involvement in the formal establishment of innovative private/public partnerships for preparing Strategic Revitalization Plans and other revitalization activities.

Policy 13 Industrial and Commercial Adaptive Reuse

Support urban revitalization efforts that:

- provide regulatory, technical and funding assistance to support the industrial and commercial adaptive reuse of obsolete facilities, such as the conversion of older industrial complexes to smaller multi-tenant industrial and commercial mixed uses, encourage the adaptive reuse of obsolete industrial, commercial and public facilities for cultural tourism and the visual and performing arts; and
- determine which obsolete and abandoned industrial and commercial structures should be demolished where there is no significant market for adaptive reuse and where redevelopment opportunities may be increased by land assembly or land banking.

Policy 14 Public Procurement Practices

Undertake public procurement practices that utilize local vendors, support sustainable industries, products and processes and maximize utilization of the local labor force.

Policy 15 Environmental Cleanup

Maintain and improve local and regional cooperative planning efforts that reinforce State, local and private brownfields and other environmental cleanup initiatives, giving first priority to sites that present a threat to the public health.

Policy 16 Sewer Systems and Revitalization

Improve wastewater treatment and storm water management systems where necessary to meet current standards and specified levels of service, including the separation of combined sanitary and storm sewer systems.

Policy 17 Transportation Improvements

Promote transportation improvements to further revitalization, maximizing opportunities for affordable and convenient access to public transportation services both within revitalizing communities and between revitalizing communities and the larger region, and building upon economic and housing redevelopment potential.

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Policy 18 Transportation Linkages

Ensure that communities are sufficiently linked with major highway, public transportation and aviation facilities and services throughout the region and State with special efforts to improve linkages between employees and job opportunities and between consumers and commercial, recreational and cultural facilities.

Policy 19 Locally Undesirable Land Uses

Avoid the disproportionate location of prisons, waste management facilities and other locally undesirable land uses in distressed communities.

Policy 20 Public Service Delivery

Promote flexibility in the methods of delivering public services for revitalizing communities at the neighborhood, municipal and regional scale.

Policy 21 Neighborhood Service Centers

Create community centers providing a broad range of public and private social, educational, health, employment and other services.

Revitalization and Housing

Policy 22 Housing Programs

Support State housing programs that encourage revitalization.

Policy 23 Mix of Housing Types

Promote the development of a variety of rental and owner-occupied, single- and multi-family housing and housing for a broad range of income groups and for groups with special needs, so as to balance the mix of residential uses and to reduce the concentration of low income housing in areas undergoing revitalization without causing undue displacement of existing residents.

Policy 24 Residential Adaptive Reuse

Support urban revitalization efforts that:

- promote the residential adaptive reuse of obsolete facilities, such as the conversion of older industrial, commercial and public facilities by appropriately revising regulations that might prevent or discourage adaptive reuse and by providing State technical assistance and funding;
- promote adaptive reuse of such facilities for artists' living and working studios; and
- support demolition of obsolete and abandoned residential sites outside historic districts that are not suitable for adaptive reuse where redevelopment opportunities may be increased by land assembly or land banking.

Policy 25 Nonprofit Housing Sponsors

Encourage nonprofit housing sponsors as a means to developing a range of reasonably priced housing choices.

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Policy 26 Low Income Housing Opportunities

Reverse the trend toward large concentrations of low-income households in distressed communities by creating low-income housing opportunities in less distressed neighborhoods and communities while selectively demolishing vacant, obsolete housing for parks, community gardens or housing expansion, and development of market rate housing.

Policy 27 Neighborhood Parks

Establish safe and accessible recreational facilities, open space and parks in residential areas.

Policy 28 Lead Paint Removal

Intensify rehabilitation activities for lead paint removal in aging housing units.

Revitalization and Human Resource Development

Policy 29 Human Services

Provide adequate public assistance to those in need through networks of providers while ensuring that responsibility for public assistance is shared equitably by the State, its various jurisdictions and all the citizens of the State.

Policy 30 Public Health

Provide access to cost-effective, comprehensive, primary care and prevention services through networks of providers while ensuring that responsibility is shared equitably by the State, its various jurisdictions and all citizens of the State through adequate reimbursement systems to promote health and reduce reliance on hospital-based settings at an acute stage of illness.

Policy 31 Education

Promote improvements in public education, while ensuring that responsibility is shared equitably by the State, its various jurisdictions and all citizens of the State, including investments to:

- upgrade facilities;
- support implementation of advanced technology;
- provide special education services and programs to all eligible students and families;
- provide development curricula to meet educational needs of urban student populations;
- provide all students, regardless of background or disability, with a rigorous program of core curriculum standards that define what all students should know and be able to do;
- implement early childhood services and demonstrably effective programs in districts with high concentrations of low-income students; and
- provide networking opportunities among public and private schools, non-profit organizations, colleges and universities.

Policy 32 Workforce Readiness

Target and adapt public and private workforce readiness programs, economic development resources and cooperative activities to contribute to revitalization efforts, while ensuring that responsibility is shared equitably by the State, its various jurisdictions and all New Jersey Citizens.

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Policy 33 Public Safety and Crime Prevention

Develop policies and programs, with responsibility shared equitably by the State, its various jurisdictions and all New Jersey citizens, to improve safety and prevent crime and thereby encourage revitalization, ensuring that those areas that experience demonstrably persistent high crime rates are given highest priority with respect to approaches that use environmental design and community policing to help prevent crime.

Revitalization and the Environment

Policy 34 Revitalization for Sustainability

Use redevelopment and rehabilitation projects that improve and protect the environment and contribute to the sustainability of revitalizing communities by:

- promoting the reuse of vacant and transitional lands for community gardens and ecologically sound intensive farming;
- utilizing rooftops for gardens;
- improving access to waterfront areas, public open space and parks through the redevelopment of vacant lots and abandoned structures and uncovering of paved over waterways;
- reducing heat islands; and
- maintaining existing trees and forested areas and plant new trees.

7. Housing

Planning and Regulation

Policy 1 Balanced Housing Policies for Master Plans and Development Regulations

In general, master plans and development regulations should provide a reasonable balance between:

- residential and other land uses, to achieve sensible ratios between housing and jobs, housing and retail, housing and open space, and other uses;
- different housing types, to address the full range of housing needs and preferences (different age groups, income levels, mobility options and life styles); and
- housing costs, with an emphasis on quality affordable housing, housing tenures and residential arrangements.

Policy 2 Age-Restricted Housing

Planning for age restricted housing should be grounded in local master plans balanced with housing for a range of ages and should be physically integrated into or connected to Centers or other areas with facilities and services.

Policy 3 Housing Location Policies for Master Plans and Development Regulations

In general, master plans and development regulations should encourage:

- the location of housing in proximity and easy access to employment areas; and

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- the location of housing with densities of six dwelling units per gross acre or greater within walking distance of services, transit, civic and employment opportunities.

Policy 4 Municipal Housing Elements and Capital Facility Programs

Municipal master plans should contain up-to-date housing elements and capital facility programs.

Housing Maintenance and Neighborhood Rehabilitation

Policy 5 Housing Preservation and Neighborhood Rehabilitation

Housing maintenance is essential to neighborhood stability and should be encouraged and supported through coordinating property maintenance code enforcement and through incentives for housing and neighborhood rehabilitation.

Policy 6 Preservation of Affordable Housing

Preservation of the existing, basically sound affordable housing stock is as important as providing new affordable housing opportunities.

Policy 7 Efficient Use of Existing Housing Stock

The efficient use of the existing housing stock should be facilitated through codes and regulations as a way of meeting housing objectives.

Housing Finance and Subsidies

Policy 8 Fair Lending Practices

Prohibit discrimination and promote and enforce fair lending practices to ensure the financing of housing for a full range of income groups, special needs groups and housing types, including owner-occupied and rental housing.

Policy 9 Housing Financing Techniques

Identify, provide and promote financing techniques which reduce housing costs and broaden the range of eligible housing types and applicants.

Policy 10 Housing Subsidies

Provide adequate subsidies for housing producers and consumers to ensure the provision of housing at reasonable cost for a range of income groups, including the very low income, of special needs groups and of tenure types, including owner-occupied and rental housing.

Policy 11 Housing Co-Development

Promote innovative public/private partnerships for housing development and redevelopment, using all available techniques including the development capacities of the New Jersey Housing Mortgage Finance Agency and county improvement authorities.

Policy 12 Difficult to Finance Housing Types

Financing mechanisms for housing in mixed-use buildings and other difficult to finance housing types should be developed by lending institutions, state entities and other interested organizations.

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Policy 13 Mortgage Underwriting

Mortgage underwriting should:

- develop procedures that are streamlined and user friendly;
- develop standards that are flexible and sensitive to the unique needs of individual buildings and applicants; and
- develop standards that reflect the potential household savings resulting from access to mass transit and other cost-saving features of location-efficient neighborhoods.

Housing and Community Development

Policy 14 Nondiscrimination

Ensure access to housing opportunities for all people regardless of race, religious beliefs, color, national origin, ancestry, sources of housing payment (e.g. subsidy vouchers), handicaps, marital status, number of children, sexual preference or sex.

Policy 15 Housing and Community Development and Redevelopment

Enhance community development and redevelopment strategies that target housing programs to designated neighborhoods so that housing development is better coordinated with the provision of other community services, economic development, employment opportunities, education and public safety efforts.

Policy 16 Nonprofit Housing

Support the development of nonprofit housing for low- and moderate-income groups and special needs groups by providing adequate funding incentives and technical assistance to nonprofit housing sponsors.

Policy 17 Special Needs Housing

Planning for an adequate supply of supported housing for persons with special needs should be coordinated at the state, county and municipal levels. Facilities should be designed to assure the safety of residents, facilitate barrier free community interaction and be physically and socially integrated within neighborhoods.

Policy 18 Development Fees for Affordable Housing

Development fees on new development should continue to provide a way of raising municipal funds for affordable housing.

Policy 19 Housing Revitalization Without Displacement

Minimize displacement effects that may be attributed to development and redevelopment or to condominium or cooperative conversion activities, whether privately or publicly funded.

Policy 20 Mixed-Income Neighborhoods

Promote and support housing development which results in mixed-income neighborhoods.

Policy 21 Adaptive Reuse of Obsolete Buildings for Housing

Encourage the adaptive reuse of obsolete commercial, industrial and civic buildings for housing.

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Housing and Neighborhood Design

Policy 22 Integration of Housing with different Unit Types or Costs

Neighborhood design should seek to integrate different housing types and units of varied costs.

Policy 23 Community-Oriented Housing Features

Community-oriented housing features, such as front porches, balconies and small front setbacks should, where appropriate, be emphasized to increase incidental social interaction and neighborhood security.

Policy 24 Security and Community

Residential neighborhood design should balance safety and security considerations with the need to maintain accessibility and openness.

Policy 25 Use of Renewable and Non-Toxic Building Materials

Housing construction should favor the use of non-toxic and sustainable building materials.

Policy 26 Universal Design

Housing interiors and exteriors should be designed to the extent practicable to accommodate in a cost-effective manner the present and future needs of various age groups and developmental abilities.

Coordination with the New Jersey Council on Affordable Housing

Policy 27 Coordination with the New Jersey Council on Affordable Housing

Using the State Plan as a guide, collaborate with the Council on Affordable Housing on the allocation of affordable housing needs to coordinate timetables and policies to increase predictability for municipalities.

Policy 28 Municipal Development Approvals Inconsistent with the Plan

If, after the effective date of this Plan, a municipality approves development with the exception of low- and moderate-income housing that is inconsistent with the State Plan's provisions for the Planning Area, then the New Jersey Council on Affordable Housing may give an affordable housing allocation to that municipality commensurate with the approved development. In a public and collaborative process, with counties and municipalities, the State Planning Commission and the New Jersey Council on Affordable Housing shall identify those indices of development that will precipitate those housing allocations. These indices will be developed before the adoption of the State Plan.

8. Transportation

Coordinated Transportation Planning

Policy 1 System Preservation

The preservation and maintenance of the existing transportation network is the highest transportation priority.

Policy 2 Public Transit Priorities

Public transit funds should be invested in the following areas beyond preservation of the existing network:

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- improvements that provide greater accessibility to rail stations and bus transit centers from within and outside the state;
- improvements that promote system usage for intra-state trips, especially realizing the potential of the major transfer facilities and connecting the rail system to important in-state traffic generators;
- improvements that foster mobility within developed areas and that link neighborhoods;
- expansions of fixed rail networks that, where feasible, complete coverage to all significant corridors in locations and ways that support compact development and redevelopment; and
- capacity that permits travel conveniently and comfortably to major centers adjacent to the State.

Policy 3 Coordination of Transportation Planning Among Public, Quasi-Public, and Private Agencies

Improve the coordination and integration of transportation planning among the relevant public, quasi-public and private transportation interests in New Jersey, including the bi-state authorities and commissions. Transportation planning coordination should also be improved through the provisions of TEA-21, including the MPO TIP process.

Policy 4 Integration of Land Use and Transportation Planning

A working partnership between transportation agencies, local governments and the private development community should be established to strengthen the linkages between land use planning and transportation planning for all modes of transportation including mass transit, highways, rail, aviation and port facilities. Transportation system improvements and good land use planning practices must be mutually supportive. Coordinate and harmonize local, State and regional infrastructure investment plans and programs with local land use plans to achieve the following objectives:

- reduce consumption of land and increase the efficiency of infrastructure;
- support public transportation systems and other alternatives to the automobile;
- reduce total vehicle miles of travel; and
- reduce the overall consumption of energy resources for transportation purposes.

Policy 5 Transportation and Natural Resource Protection

Coordinate transportation planning and project development with environmental planning through a capital planning process. Before programming for construction, evaluate the direct, indirect and cumulative impacts of installing transportation improvements and of the development that these improvements may support or induce to ensure that they accommodate and protect sensitive environmental resources.

Policy 6 Transportation and Air Quality

Coordinate transportation planning and project development with the SIP to attain the NAAQS within the timeframe set forth by the Clean Air Act Amendments of 1990 and the greenhouse gas emission reduction targets of the DEP.

Policy 7 Transportation and Energy Conservation

Encourage the reduction of the consumption of energy resources for transportation purposes by reducing the total vehicle miles traveled through efficient land development patterns, public and

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alternative transportation systems and initiatives that encourage the development of higher-mileage vehicles.

Policy 8 Transportation and Aesthetics

Aesthetic values should be incorporated in capital planning, design and maintenance of transportation systems and corridors.

Policy 9 Transportation and Design

Promote flexible transportation design standards which take into consideration the needs of people and the design and natural characteristics of adjacent areas.

Protection of Transportation Investments

Policy 10 Unused and Abandoned Transportation Rights-of-Way

Protect appropriate rights-of-way that may serve future transportation or public purpose needs (e.g., where rail service has been discontinued or land has been acquired for projects that were later abandoned).

Policy 11 Aviation Facilities

Preserve and protect New Jersey's public use aeronautical facilities to maintain statewide access to the global air transportation network. Enhance those facilities for goods and people to maintain the viability of the airport to meet its role in the transportation system and where appropriate to act as a stimulus for the regional economy. Provide adequate land use management for those areas immediately surrounding public use airports through air safety zones, master plans, capital plans, official maps and development regulations.

Transportation Systems Management

Policy 12 Transportation Systems Integration

Complete intra- and inter-modal transportation linkages and facilities to ensure that the various systems work together as a unified, integrated, comprehensive and efficient network.

Policy 13 Mobility and Access

Emphasize the movement of more people rather than the movement of more vehicles and enhance access to employment, goods, services and information. Invest in public transportation, alternative transit modes (e.g., car and van pooling), innovative organizational arrangements (e.g., transportation management associations), bicycling and pedestrian design, before increasing automobile related system capacity.

Policy 14 Efficient Utilization of Capacity

Efficiently manage the existing transportation network. Employ or provide for the latest both capital and operational improvements, available technology and design techniques where they can efficiently increase the capacity or reduce costs of all forms of existing and planned transportation infrastructure.

Policy 15 Provision of Public Transportation Services

Maintain or expand public transportation services to areas of planned high-density development that provide opportunities to exploit the efficiencies of mass transportation systems in ways that support

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development consistent with the Policy Objectives of the Planning Areas. Promote the use of high-occupancy vehicles, bicycle and pedestrian facilities in all development where feasible.

Policy 16 Transportation Demand Management Strategies

Promote market-based incentives to encourage transit, intercept parking, carpooling, park-and-rides, telecommuting, flexible hours, and other travel demand alternatives that utilize existing capacity. Specific demand-side programs include cashing out of free parking, implementing incentive tolling on roads, automobile insurance discounts for transit riders and providing transit vouchers.

Policy 17 Transportation Supply Management Strategies

Promote market-based incentives to alleviate congestion on the existing infrastructure system by managing the supply of transportation services. Specific supply-side programs that should be considered include electronic toll collection, intelligent transportation systems, highway access management plans, transportation improvement and development districts and employer pick-up at transit stations.

Policy 18 Highway Access Management

Develop and adhere to highway access management policies and programs that protect system capacity and provide for safe travel. Control local access to highway capacity through plans, regulations and negotiated agreements between appropriate levels of government in ways that ensure that regional needs, adequate system capacity and public health and safety are protected. Encourage parallel service roads, shared driveways and parking and pedestrian access between neighborhood uses.

Policy 19 Regional and Local Traffic Patterns

Separate regional through traffic from local traffic by way of limited access bypass roads — consistent with the Policy Objectives of the Planning Area and planned to minimize sprawl and adverse impacts on adjacent communities — where alternative circulation patterns using existing roads are not feasible.

Transportation and Economic Development

Policy 20 Transportation Planning as a Redevelopment and Development Tool

Employ transportation planning, facilities and services as development and redevelopment tools, to shape growth and leverage economic development opportunities.

Policy 21 Labor Markets

Use appropriate transportation connections to link places of residence with those areas of growing employment opportunities identified in the State Plan.

Policy 22 Recreational and Tourism Travel

Promote travel and tourism in New Jersey by making appropriate transportation investments that consider seasonal demands, enhance mobility and accessibility through infrastructure improvements, access management and demand management strategies and protect the resources on which recreation and tourism are dependent.

Policy 23 Goods Movement

Enhance the movement of goods throughout New Jersey by investing in a comprehensive network for regional and interstate commerce, including, where appropriate:

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- developing intermodal facilities linking seaports, airports, railroads and highways;
- dredging channels to provide shipping access;
- developing new port facilities, including new land for expansion;
- providing exclusive rights-of-way and congestion bypasses for trucks; and
- encouraging movement of goods by rail to and from the ports and elsewhere, while protecting current and future passenger use on available rights of way.

Policy 24 Traffic Calming

Encourage the use of traffic calming techniques to enhance pedestrian and bicycle circulation and safety within compact communities and other locations where local travel and land access are a higher priority than regional travel.

9. Historic, Cultural & Scenic Resources

Policy 1 Identification and Inclusion

Coordinate the identification of historic areas, historic sites, landscapes, archeological sites and scenic corridors for inclusion in state and national registers and in county and municipal planning documents.

Policy 2 Municipal Plans

Include historic surveys and scenic corridors in local master plans.

Policy 3 Preservation Guidelines

Ensure uniformity in guidelines used by all levels of government for the preservation and rehabilitation of historic buildings.

Policy 4 Historic Resources and Development Regulations

Protect the character of historic sites, landscapes, structures and areas through comprehensive planning, flexible application of zoning ordinances, construction codes and other development regulations.

Policy 5 Archaeological Resources

Investigate, protect and document archaeological resources identified prior to disturbance of the site. Encourage voluntary, speedy documentation of archaeological finds that might not otherwise be investigated, especially in private construction sites.

Policy 6 Historic Resources and Infrastructure

Locate and design public and private infrastructure improvements to protect historic resources and their settings from the immediate and cumulative effects of construction and maintenance of these improvements.

Policy 7 Historic Structure Re-use and Affordable Housing

Promote adaptive reuse of historic structures to provide affordable housing, where appropriate, in ways that respect architectural and historic integrity.

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Policy 8 Main Street Programs

Promote “Main Street” and other programs to aid in protecting historic sites and structures during revitalization of traditional downtown areas.

Policy 9 Greenways, Scenic and Historic Corridors

Establish within a regional Greenway system publicly accessible portions of scenic and historic corridors to provide passive and active recreational and cultural opportunities.

Policy 10 Identification and Delineation of Scenic and Historic Corridors

Participate in the coordination of State, regional and local government identification and delineation of scenic and historic corridors throughout New Jersey and take the necessary steps to protect them.

Policy 11 Development Patterns and Design to Support Scenic and Historic Values

Manage development and redevelopment to maintain, complement and enhance scenic and historic values within identified and delineated scenic and historic corridors.

Policy 12 Protection and Preservation of Scenic and Historic Corridors

Protect scenic and historic corridors by appropriate means and preserve them by using easement purchase, density transfers, fee simple purchase and other innovative and effective mechanisms.

Policy 13 Museums

Support museums, libraries interpretive centers and archives, and other public buildings as repositories of past culture and showcases for contemporary culture, and locate them in Centers where appropriate.

Policy 14 Public Art and Civic Design

Encourage high quality design of all public buildings and landscapes and promote the use of art in all public spaces.

10. Air Resources

Policy 1 Statewide Coordination

The SIP should devise, enact, and implement necessary initiatives to help the State meet the provisions of the Federal Clean Air Act Amendments of 1990. State government should involve local governments, metropolitan planning organizations, major authorities and commissions and appropriate public and private sector organizations in the preparation of the SIP. Planning at all levels of government should be coordinated to insure that both land and capital facility development and redevelopment will lead to attainment of NAAQS.

Policy 2 Regional/Interstate Coordination

Cooperative regulatory, land use development and transportation programs should be undertaken by the State to meet NAAQS through research and cooperation with other states in the region and with appropriate federal and interstate authorities.

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Policy 3 Land Use Patterns

Establish and maintain growth management programs at all levels of government that promote Center-based land use patterns that reduce automobile dependency, shorten automobile trip lengths and encourage use of alternative modes of transportation.

Policy 4 Carbon Monoxide Hot Spots and Ozone

Recognize the deleterious impacts of both ozone and carbon monoxide pollutants caused by traffic congestion in regional and local plans. Undertake remedies that mitigate or eliminate these impacts through public and private sector actions addressing transportation mobility choices, use of alternative forms of energy and development or redevelopment activities within the affected areas.

Policy 5 Vehicle Miles Traveled Reduction

Reduce VMT by trip reduction strategies, land use planning and greater use of other modes of transport.

Policy 6 Air Quality and the Biosphere

Promote government policies that supports the reduction of acid rain, global warming, ozone depletion, sea level rise and other pollutant transport mechanisms, and toxic emissions generally.

11. Water Resources

General

Policy 1 Intergovernmental Coordination

Coordinate the planning efforts of agencies that manage and protect land, water and other environmental resources to ensure consistency among plans and that the cumulative effects of development and redevelopment do not degrade water quality and supply.

Policy 2 Integration of Water Quality and Land Use Programs

Integrate State, regional and local land use and water management planning to avoid surface and ground water degradation due to the cumulative effects of point and non-point source pollution.

Policy 3 Watershed Resource Planning

Institute a watershed-based resource planning and permitting program which addresses sustainability of ground and surface water resources including, at a minimum: water quality, water supply, wastewater management, land use planning and regulation, non-point and point source pollution abatement, flood control and effects of inter-basin transfers.

Policy 4 Prevention of Water Pollution

Prevent pollution by managing the character, location and magnitude of development based on direct and indirect, individual and cumulative impacts on ground and surface water quality as measured by recognized scientific methods.

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Policy 5 Water Quality/Individual and Community On-Site Wastewater Treatment Systems

Provide for well-designed and maintained individual and community on-site wastewater treatment systems that produce treated effluent suitable for recharging ground water or for assimilation in surface water bodies.

Policy 6 Toxic and Hazardous Materials

Manage the location and design of land uses and structures that involve the use, storage, treatment or disposal of toxic and hazardous materials so as to prevent contamination of ground and surface water.

Policy 7 Wetlands

Protect and enhance wetlands as a means of protecting and improving water quality, controlling floods and ensuring habitat diversity through watershed planning, local and regional land use planning, incentives, education and regulation and by minimizing wetland alteration.

Policy 8 Non-Point Source Pollution

Reduce and where feasible eliminate the volume and toxicity of pollution in surface and ground water from non-point sources.

Policy 9 Integrating Land Use Planning and Natural Resource Information

Integrate county and municipal land use planning with information on carrying capacity of natural systems and landscape units (e.g. watershed), including aspects of the local or regional hydrologic system.

Ground Water

Policy 10 Protecting Ground Water Sources

Include policies and standards for managing development and redevelopment in county and municipal master plans and development regulations to protect aquifer recharge areas and wellheads of public and private potable water supply systems.

Policy 11 Identification and Delineation of Aquifer Recharge Areas as Critical Environmental Sites

Municipal and county plans should reflect locally important aquifer recharge areas as Critical Environmental Sites to protect local groundwater resources and improve the statewide coordination of planning efforts.

Policy 12 Management Programs for On-site Waste Disposal and Septage Removal

Establish management programs for the maintenance of on-site waste water systems and the appropriate disposal of septage to prevent system failure and eliminate pollution from septic systems.

Policy 13 Water Quality and Limestone Areas

Protect surface and groundwater quality in limestone areas by utilizing state-of-the-art planning and engineering standards specifically designed for use in limestone areas.

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Policy 14 Managing Development for Water Quality

Protect ground water quality by assuring proper siting, design and installation of on-site wastewater or storm water treatment systems which would not drain directly into areas of limestone, porous soils, high water tables and fresh and saltwater wetlands.

Policy 15 Aquifer Protection

Manage the character, location and magnitude of development and redevelopment in aquifer recharge areas to avoid potential, contamination or saltwater intrusion and to otherwise avoid adversely affecting the quantity and quality of water in the aquifer.

Policy 16 Wellfield Protection

Manage the character, location and magnitude of development and redevelopment to prevent the discharge of pollutants that may adversely affect wellfields and areas designated as existing or future water supply sources.

Surface Water

Policy 17 Identification and Delineation of Surface Water Systems

Identify and delineate headwaters, reservoirs and other sensitive surface water resource systems and manage activities in areas containing, or adjacent to, these systems to protect them from immediate or cumulative negative impacts to flow and quality.

Policy 18 Buffer Areas

Establish and maintain appropriately vegetated buffers along streams, rivers, wetlands, reservoirs and scenic waterways to protect the natural functions and quality of surface water resources.

Policy 19 Site Disturbance

Site disturbance should be minimized to prevent or reduce soil erosion, sedimentation, compaction and loss of native vegetation.

Policy 20 Storm Water Management Facilities

Convey storm water to surface water bodies at a quantity, quality and rate equal to that which would be achieved through natural processes, emphasizing the use of naturally functioning systems and non-structural methods.

Policy 21 Regional Storm Water Management

Encourage regional flood and stormwater management planning and where appropriate the creation of regional control facilities to minimize the proliferation of on-site basins.

Water Supply Management

Policy 20 Development and Water Supply

Establish the character, location, magnitude and timing of development and redevelopment based on, and linked to, the quantity of water that is available without adversely affecting water-dependent habitats and ecosystems and without exceeding the sustainable yield of the water source.

Policy 21 Water Supply and Facilities Capacity

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In areas experiencing stressed water supply resources, improve current systems and manage water use and development intensity to minimize the need for additional water supply facilities.

Policy 22 Water Supply Master Plan

Coordinate the Statewide Water Supply Master Plan with the State Plan, and coordinate State, regional and local land use with the Statewide Water Supply Master Plan to ensure that water demands of new development do not exceed or degrade water resources.

Policy 23 Water Conservation

Encourage appropriate use of indigenous plants in landscaping, water-saving design, building standards and construction techniques, agricultural management practices, water reclamation and reuse, peak period pricing, and water conservation measures to reduce demands for water supply.

Policy 24 Agricultural Water Supply

Consider the water needs of agriculture in water supply planning at all levels of government.

Policy 25 Drought Planning System Interconnections

Interconnect individual public water supply networks to create an emergency system that can meet water supply need during periods of drought.

Flood Control

Policy 26 Flood Plain Development and Redevelopment

Protect and enhance wetlands and avoid development and redevelopment in designated flood plains.

Policy 27 Natural Systems and Nonstructural Methods

Use naturally functioning systems and nonstructural methods for storm water management and flood control in public and private development wherever practicable.

Policy 28 Storm Water Management Systems

Plan for storm water management and flood control systems on a watershed basis, incorporating where feasible natural systems and non-structural methods, including increased filtration.

Policy 29 Flood Protection

Where natural and nonstructural methods, including buy-outs, are insufficient to provide flood protection, design and construct adequate flood protection facilities to minimize risk to life and property and to preserve water-dependent ecosystems.

Policy 30 Flood Control and Designation of Critical Environmental Sites

Identify Flood Control Priority Areas (as designated in the New Jersey Statewide Flood Control Master Plan of DEP as high and medium priority hydrologic planning units) and Flood Hazard Areas (as delineated by DEP) of less than one square mile as Critical Environmental Sites to ensure coordination of planning efforts and to support State and local resource protection efforts.

Policy 30 Managing Development and Redevelopment outside of Flood Plains

Design and construct new development so that there is no net increase in the runoff rate or flood peak to prevent increases in flooding and damage to stream corridors.

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Policy 31 Flood Control in Tidal Areas

Implement federal flood hazard reduction standards in areas subject to tidal flooding to reduce flood damage.

12. Open Lands and Natural Systems

Open Space and Recreational Lands

Policy 1 Open Space Acquisition Priorities

Funds for the acquisition of open space and farmland retention, should be used for the following features: (not listed in order of priority):

- Critical Environmental Sites;
- greenbelts that define Centers;
- greenways;
- land containing areas of significant agricultural value, recreational value, scenic value or with environmentally sensitive features;
- land in agricultural production that achieves other open space goals;
- land needed to meet existing and future needs for active recreation; and
- parks, plazas and public spaces in urban areas that enhance community character and support redevelopment efforts.

Policy 2 State Open Space and Outdoor Recreation Plan

Prepare and maintain a detailed State Open Space and Outdoor Recreation Plan, including appropriate maps, for existing and needed recreational and open space land in New Jersey.

Policy 3 Coordinated Planning

Coordinate regional, county and municipal plans with the State Open Space and Outdoor Recreation Plan to ensure there are adequate lands available to meet the needs of future generations and to ensure that the character, location and magnitude of development is compatible with the recreational and open space value of existing and needed recreational and open space facilities.

Policy 4 Integration of Goals

Plan and design the preservation of recreational and open space land to maximize implementation of other Statewide Policies, including environmental protection and protection of the Environs, while implementing recreational and open space policies.

Policy 5 Adequate Recreational Facilities

Ensure that there are adequate indoor and outdoor recreational facilities where appropriate for the year-round enjoyment and health of residents and tourists.

Policy 6 Adequate Facilities for Development and Redevelopment

Ensure that the character, location, magnitude and timing of development and redevelopment are linked to the availability of adequate recreational facilities and open space land needed to serve growth.

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Policy 7 Open Space and Redevelopment

Redevelopment programs should provide for the acquisition, development and maintenance of recreational and public open space that will assist in the creation of an attractive and desirable quality of life in the redevelopment area.

Policy 8 Trails, Greenways and Blueways as Public Open Space Linkages

Implement the New Jersey Trails Plan for a statewide network of open space corridors (Greenways) and waterway corridors (blueways) that link recreational and open space land by way of corridors, paths, river and stream corridors, migratory routes, hiking and biking trails, beaches, abandoned railroad rights-of-way, scenic trails and outlooks, historic areas and other resources and public open spaces, through the cooperation of State, regional and local government as well as private groups and property owners.

Policy 9 Retention of Recreational and Open Space Land in Private Ownership

Promote and encourage the protection and enhancement of privately owned tracts of open space, wetlands or forest lands, as well as privately owned recreation facilities such as golf courses and ski resorts, as appropriate, through technical assistance, easement purchases, density transfers and deed restriction programs at the State level.

Policy 10 Publicly Owned Watershed Lands

Establish and maintain undeveloped publicly owned lands within the watersheds of potable water supply reservoirs as public open space and distribute the cost of maintaining such lands equitably as a public asset.

Policy 11 Tax Exempt Property Used for Open Space

Provide appropriate mitigating aid where tax exempt property is to be used as open space and fiscal hardship can be demonstrated.

Policy 12 Coastal/Waterfront Access

Maintain and improve public access to coastal and waterfront areas of recreational, aesthetic, cultural or ecological value provided that such access does not degrade the function and value of the natural resource system.

Policy 13 Location of Recreational Facilities and Open Space

Recreational facilities and open space should be located as close as possible to the populations they serve, taking into account the nature of the recreational facility or open space.

Policy 14 Public Use of Public Lands and Facilities

Provide for public recreational use of public lands and facilities, including schools.

Policy 15 Public Use of Private Lands

Encourage and provide incentive programs to property owners who are willing to allow public use of private recreational or open space lands and facilities.

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Biological Diversity

Policy 16 Contiguous Open Space

Preserve and restore the functional integrity of natural systems, including large contiguous tracts of forest, grasslands and other natural land, to protect biological diversity.

Policy 17 Corridors

Connect large contiguous tracts of forest, grasslands and other natural lands with stream and river corridors by corridors and Greenways so as to enhance their functional integrity for biological diversity.

Policy 18 Designation of Critical Habitats as Critical Environmental Sites

Designate areas of Critical Habitats of less than one square mile in extent as Critical Environmental Sites during the preparation of municipal plans to ensure coordination of planning efforts and to support State and local resource protection efforts.

Policy 19 Resident and Migratory Threatened and Endangered Species

Identify and protect the habitats of resident and migratory threatened and endangered species. Manage the character, location and magnitude of growth and development in and adjacent to such habitats to avoid direct or indirect negative impacts on threatened or endangered species or their habitat.

Policy 20 Wildlife Management

Continue to manage wildlife populations so that appropriate harvesting is permitted when overpopulations occur.

Policy 21 Dark Areas

Areas determined to provide nocturnal benefits to flora and fauna or to be especially suitable for astronomical observations should be designated as “dark areas” where lighting is prohibited or limited.

Critical Slopes

Policy 22 Identification and Delineation of Critical Slopes

State, regional and local governments should cooperate in the implementation of a comprehensive, statewide program to map critical slope areas. Designate them as Critical Environmental Sites to ensure coordination of planning efforts and to support State and local resource protection efforts.

Policy 23 Design of Development

Manage the character and location of development in critical slope areas through municipal master plans and regulations that ensure that the development is visually compatible with the scenic character of the critical slope area.

Policy 24 Performance Standards for Critical Slope Areas

Performance standards based on local soil, topographic and geological conditions for development in critical slope areas should be incorporated in development regulations to maintain the hydrologic cycle, prevent erosion and preserve critical habitats.

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Policy 25 Soil Disturbance and Stormwater Management

Construction standards that minimize soil disturbance during construction in critical slope areas should be prepared and implemented by municipalities with the technical support and assistance of State agencies. Critical slope areas that are cleared during development or forestry activities should be revegetated with native vegetation according to appropriate soil conservation and storm water management techniques.

Policy 26 New Capital Facilities

New capital facilities should not be extended to critical slope areas except where necessary to provide emergency access to existing uses or to address a public health and safety need.

Forested Areas

Policy 27 Identification and Delineation

State, regional and local governments should cooperate in mapping forest resources throughout the state. Identify important forest resources as Critical Environmental Sites to ensure coordination of planning efforts and to support State and local resource protection efforts.

Policy 28 Urban Forestry

Maintain existing trees and plant new trees in developed areas through sound planning and management, applying urban forestry principles.

Policy 29 Commercial Use of Forest Resources

Forest resources should be managed on a long-term, sustained-yield basis in terms of the viability and productivity of commercial timber use. Forestry practices should be sensitive to the environmental value of forested lands and forestry should be carried out to the maximum extent practicable without impairing environmental quality.

Policy 30 Public Acquisition of Forest Resources

Forest resources that serve an overriding public purpose should be acquired for public use and preservation.

Policy 31 Water Quality

Forest management practices should be designed to protect watersheds, wetlands, stream corridors and water bodies from non-point source pollution and other adverse effects to water quality and aquatic habitat.

Policy 32 Scenic Qualities

Scenic qualities of forested areas that are visible from public roads, trails and waterways should be protected from visually intrusive land uses and preserved through setbacks and other scenic corridor maintenance programs.

Policy 33 Private Forested Lands

Incentives should be provided by all levels of government for the continued maintenance of forested lands in private ownership.

STATEWIDE POLICY STRUCTURE
STATEWIDE POLICIES

Policy 34 Maintaining Tree Resources

Planting and maintenance of trees, including the establishment of small forested areas of native species in communities, should be encouraged and supported by all levels of government statewide.

13. Energy Resources

Policy 1 Energy Resource Planning

Use the State Energy Master Plan as a vehicle to coordinate the energy planning activities of State agencies, private utilities and utility authorities, and encourage local and county build-out analyses to include energy demand to ensure consistency among them and so that sufficient energy resources are available to meet the energy demands of the State.

Policy 2 Energy and the Environment

Development of and expanded use of environmentally sensitive, renewable energy resources and energy conversion processes that reduce the demand for fossil fuel consumption and the by-products created during the combustion of fossil fuels should be promoted and encouraged within the State.

Policy 3 Energy Efficient Community Design

Development and redevelopment in higher intensity mixed-use Centers and re-designed Nodes that accommodate the use of alternative modes of transportation and shared parking and other site improvements and infrastructure should be promoted and encouraged. The design, location and orientation of development, including lighting plans, should allow maximum use of passive solar energy and take advantage of topography, vegetation and prevailing climatic conditions to reduce energy demands and needs.

Policy 4 Energy Efficient Buildings

All new buildings in the State should be energy efficient and existing buildings should be retrofitted and weatherized to reduce energy demand. Owners and tenants of commercial and industrial buildings should be encouraged to capture and recycle energy from production processes using devices such as heat exchangers.

Policy 5 Energy Efficiency and Transportation

Energy efficient pedestrian, public and group transportation options should be encouraged through compact forms of development and by providing facilities and services that support energy efficient travel options.

Policy 6 Cogeneration

Cogeneration of energy from waste heat produced by on-site industrial processes should be encouraged and promoted.

Policy 7 Energy Supply Resources

Support a shift from imported fossil fuels to domestic energy supplies through conservation of energy.

Policy 8 Adequate Energy Capacity

Ensure that adequate energy capacity exists to meet statewide demands through conservation, cogeneration and either facility additions or upgrades.

STATEWIDE POLICY STRUCTURE
STATEWIDE POLICIES

Policy 9 Energy Conservation

Promote the use of energy efficient transportation vehicles and systems, industrial processes, buildings and building systems, including HVAC, appliances and lighting, and other energy conservation measures that reduce demand for energy resources.

14. Waste Management, Recycling and Brownfields

Policy 1 Plan Coordination

Coordinate the existing statutory and regulatory mechanisms for planning, siting, designing, permitting, constructing and operating facilities for the treatment, storage and disposal of solid and hazardous wastes.

Policy 2 Regionalization of Waste Management Facilities

Promote multi-jurisdictional planning, design and siting of waste management and disposal facilities and of recyclable materials collection and processing systems.

Policy 3 Self-Sufficiency in Waste Management

Promote self-sufficiency in waste management to the extent possible by preparing and implementing Solid Waste Management Plans that support a hierarchy of techniques, starting with source reduction, reuse, recycling, composting and state-of-the-art disposal of remaining waste.

Policy 4 Waste Stream Reduction

Promote waste stream reduction at the source by eliminating or reducing the weight or volume of packaging materials by decreasing the toxic components contained within products and packaging and by increasing product durability, reuse, refillability and repair.

Policy 5 Recycling and Resource Conservation

Conserve resources and promote the economic reuse of materials by fostering programs to recycle and reuse waste and by creating markets for recyclable materials.

Policy 6 Removal and Proper Management of Hazardous Wastes from the Solid Waste Stream

Reduce exposure to toxic emissions by removing hazardous wastes from the solid waste stream using pollution prevention technologies and developing permanent household hazardous materials management and disposal programs in each county or on a regional basis throughout the State.

Policy 7 Markets for Recycled Products

Promote the development of markets for recycled goods by:

- providing incentives for private industry to accept recyclable material and products manufactured from recycled goods;
- expanding the State's capacity for re-manufacturing; and
- encouraging government agencies to maximize their use of goods that incorporate recycled materials.

STATEWIDE POLICY STRUCTURE
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Brownfields and Contaminated Sites

Policy 8 Redevelopment of Brownfield Sites

Plan, locate and market redevelopment to capitalize on opportunities presented by brownfield sites, including existing infrastructure systems; established communities, businesses and industries; available work force and human resources; and regulatory, statutory and financial incentives.

Policy 9 Coordinated Planning for Brownfield Sites

Communities should identify sites and areas for redevelopment consistent with a community-based vision and consensus and prepare brownfield redevelopment strategies that coordinate community planning efforts with all levels of government.

Policy 10 Priority for Community Brownfield Plans

Priority for public resources and assistance should be given to communities with brownfield redevelopment strategies consistent with neighborhood and municipal plans and the provisions of the Planning Area.

Policy 11 Brownfields Reuse

Selection of remedial standards and actions should be based on future use and be protective of public health and the environment.

15. Agriculture

Sustainable Agriculture and Comprehensive Planning

Policy 1 Agricultural Land Retention Program Priorities

Funds for farmland retention should be given priority in the following order, unless a county or municipal farmland preservation plan has been prepared and approved by the State Agriculture Development Committee (in which case, priority shall be based on said plan):

- (1) Rural Planning Area;
- (2) Fringe and Environmentally Sensitive Planning Areas;
- (3) Metropolitan and Suburban Planning Areas.

Policy 2 Preservation of the Agricultural Land Base

Consider the expenditure of public funds for preservation of farmland as an investment in a public capital asset (i.e. farmland as an item of infrastructure) and thereby emphasize the public's interest in maintaining long-term agricultural viability.

Policy 3 Coordinated Planning

Coordinate planning efforts of all levels of government to ensure that policies and programs promote agriculture.

Policy 4 New Development

Plan and locate new development to avoid negative impacts on agriculture.

STATEWIDE POLICY STRUCTURE

STATEWIDE POLICIES

Policy 5 Innovative Planning and Design Techniques

Encourage creative land planning and design through tools such as clustering, phasing, equity insurance and density transfers, purchase and donation of development rights, agricultural enterprise zones and districts and the provision of self-contained community wastewater treatment systems to serve Centers, to accommodate future growth in ways that maintain the viability of agriculture as an industry, and to achieve the Policy Objectives of the Planning Area while avoiding conflict with agricultural uses.

Policy 6 Agricultural Water Needs

Include consideration of the water needs of the agricultural economy in water supply planning at all levels of government.

Agriculture and Economic Development

Policy 7 Provision of Capital Facilities

Provide adequate capital facilities including grain storage and food processing facilities to enhance agriculture in rural areas.

Policy 8 Access to Capital

Improve access to capital funds, including rural revolving loan funds and rural venture capital networks, operating funds and portfolios that reduce the reliance on land as an asset for collateral or retirement.

Policy 9 Enhancing the Agricultural Industry

Promote economic development that supports the agricultural industry on local, county and statewide levels.

Policy 10 Diversify the Rural Economy

Promote beneficial economic growth that recognizes the need to provide the essential facilities and infrastructure to diversify the rural economy. Provide opportunities for business expansion, off-farm employment, on-farm income generating enterprises such as agricultural-related educational or recreational activities and environmental activities such as leaf composting.

Policy 11 Enhance Agricultural Marketing

Enhance marketing programs to promote the sale of New Jersey agricultural products.

Policy 12 Simplify the Regulatory Process

Adapt the permitting, licensing and land use planning and regulation processes to be sensitive to agricultural needs to enhance the industry and to facilitate new agricultural development.

Policy 13 Local Ordinances and Building Codes Sensitive to Agricultural Use

Promulgate local ordinances and state building code and fee criteria which are sensitive to the special purposes of agricultural construction and seasonal use.

Policy 14 Right to Farm

Coordinate actions of state and local government to encourage the maintenance of agricultural production by protecting farm operations from interference and nuisance actions when recognized methods or practices are applied and to ensure that the numerous social, economic and environmental benefits of agriculture serves the best interests of all citizens in the state.

STATEWIDE POLICY STRUCTURE
STATEWIDE POLICIES

Policy 15 Aquaculture

Aquaculture is recognized as an agricultural activity.

Agriculture and Environmental Protection

Policy 16 Promote Agricultural Management Practices

Encourage the use of agricultural management practices to ensure sustainable and profitable farming while protecting natural resources.

Policy 17 Incorporate Agricultural Land in Recycling of Organic Materials

Use appropriate agricultural lands for the recycling of non-farm generated biodegradable and organic materials.

Human Resources

Policy 18 Housing Supply and Financing

Use federal and State funding to expand the supply of decent, safe and reasonably priced housing that will benefit those employed in agriculture.

Policy 19 Vocational and Technical Training

Create and expand access to training and technical assistance for agriculture and agriculture-related businesses.

Policy 20 Agricultural Education

Create and expand agricultural education and leadership opportunities through basic skills training, and vocational and entrepreneurial training on the secondary, county college and university levels.

Policy 21 Encourage Young and First Time Farmers

Coordinate federal, state and local financial incentives and tax and regulatory policies to encourage more individuals to enter agricultural business.

Policy 22 Promote the Value of Agriculture

Educate New Jersey residents on the economic and environmental value of sustainable agriculture in New Jersey and its important contribution to the State's quality of life.

Policy 23 Agro-tourism and Eco-tourism

Expand opportunities for agro-tourism and eco-tourism.

16. Coastal Resources

Among New Jersey's many important and irreplaceable natural resources, those of the coast are unique. The estuaries, bays, beaches and upland areas make up a natural system that provides residents and visitors with opportunities for recreation, sport and commercial fishing, tourism, agriculture and forestry. These diverse elements create a unique quality of life at the shore, and are the reason why many New Jersey residents choose to live at or near the coast and why hundreds of thousands more make frequent trips to the Jersey Shore. As is the case throughout the nation, the coastal area has for some time been the fastest growing region of New Jersey.

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In 1973, the State of New Jersey recognized the pressures of rapid growth and passed the Coastal Area Facility Review Act (CAFRA), N.J.S.A. 13:19-1 et. seq., giving DEP authority to regulate all major development within a defined coastal area along New Jersey's bay and oceanfront areas. CAFRA is one of the legal mechanisms for implementing the State's Coastal Zone Management Program (CZMP). The Coastal Zone Management Program was approved by the National Oceanic and Atmospheric Administration (NOAA), demonstrating compliance with the requirements of the federal Coastal Zone Management Act (CZMA).

Under the CZMA, New Jersey receives funds to develop and implement a program to achieve effective management of the land and water resources of the coastal zone. New Jersey's CZMP is implemented through existing laws including CAFRA, the Wetlands Act of 1970, the Waterfront Development Law and tidal lands and shore protection statutes, and is updated annually.

The success of New Jersey's shore economy is due to the number and quality of its varied resources. As development pressures increase, the quality of the resources responsible for the surge in development begins to decline. Traffic congestion, water pollution and beach deterioration result in adverse impacts to the shore's otherwise strong economy. Increased development results in exacerbated stormwater run-off, waste disposal problems and accelerated water quality

impairments in the ocean and back bays. Consequences can be measured in terms of storm-related property damage, commercial losses from declines in tourism and fishing, and threats to the public health and safety. Improving the integrity of the coastal ecosystem, therefore, will have economic benefits as well.

CAFRA was substantially amended by the New Jersey Legislature in 1993. Originally designed to control new large scale residential development, energy facilities, commercial and industrial developments and certain types of public works projects, the Act had been criticized for its failure to address the impacts of small residential projects, which fall under the State's review threshold, allowing them to proliferate. The 1993 amendments substantially changed the thresholds for development along the water's edge and in urban and municipalities, to better accommodate urban redevelopment and provide for greater protection for the sensitive coastal areas at the water's edge.

Another key part of the 1993 amendments is the requirement that DEP consult with the State Planning Commission and county and municipal governments in the coastal area and to closely coordinate with the provisions of the State Plan.

In response to this, DEP has proposed regulations to incorporate portions of the State Plan and its Resource Planning and Management Structure and Map into the Rules on Coastal Zone Management

Highlights of the 1993 CAFRA Amendments:

- broadens types of residential, commercial, industrial and public developments subject to regulation;
- exempts from regulation the reconstruction of any development destroyed by fire, storm, natural hazard or Act of God, building enlargements and minor additions that do not increase the building footprint;
- the SPC may adopt the coastal rules as the State Plan for the coastal area;
- requires any new development on a dune or beach be subject to permit review; and
- eliminates the requirement for a public hearing to be held on all CAFRA permit applications.

STATEWIDE POLICY STRUCTURE

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(NJAC 7:7E-1, et seq.) that concern planning and regional growth. Highlights of these proposed revisions are:

- substitute the State Plan Resource Planning and Management Map for the existing Coastal Growth Ratings;
- adjust the allowable Site Coverage and Intensity Values to encourage development in Centers and discourage development in Environs; and
- streamline regulatory requirements in areas favored for development and redevelopment in the State Plan.

The intent of these changes is to make the coastal decision-making process more predictable, to make the rules easier to interpret and apply, and to make DEP coastal decisions more consistent with regional planning objectives and local zoning.

Planning

Policy 1 Reliance on Plans and Regulations

Acknowledge the statutory treatment of the coastal area under the Federal Coastal Zone Management Act, the State Coastal Area Facility Review Act as amended, the National Parks and Recreation Act of 1978, and the Pinelands Protection Act and rely on the plans and regulations of DEP which may incorporate policies of the State Plan as a basis for implementing the objectives of the Federal Coastal Zone Management Act and the State Coastal Area Facility Review Act as amended.

Policy 2 Intergovernmental Coordination State/State

Coordinate efforts to establish a comprehensive, detailed, intergovernmental coastal management program to identify and address the existing and prospective conditions and problems of the New Jersey shore, through such effective techniques as comprehensive planning, regulation, financing and interjurisdictional cooperation.

Policy 3 Intergovernmental Coordination State/Local

Coordinate planning efforts with coastal counties and municipalities to ensure that CAFRA regulations and county and local plans are consistent concerning growth management objectives and promote utilization of the State Plan's Statewide Policies covering issues not addressed under CAFRA regulations.

Policy 4 Consistency Between the State Plan and the CAFRA Plan

DEP, in cooperation with counties, municipalities and the State Planning Commission, should ensure consistency of Planning Areas, Centers and Critical Environmental Sites and Historic & Cultural Sites with the CAFRA Regulations and the State Plan.

Management

Policy 5 Coastal Resource Management

Promote well-planned and revitalized coastal communities that sustain economies, are compatible with the natural environment, minimize the risks from natural hazards and provide access to coastal resources for the public use and enjoyment.

STATEWIDE POLICY STRUCTURE

STATEWIDE POLICIES

Policy 6 Management Areas for Special Uses and Unique Qualities

Continue the coordination of efforts to develop an integrated set of coastal management areas that contain policies to manage development to protect and enhance the special uses and unique qualities of the coastal area.

Policy 7 Natural Disaster Planning and Mitigation

Coordinate growth management programs and policies with response planning and mitigation for natural disasters, including major storm events and non-catastrophic events that can result in loss of life, extensive flooding and shorefront erosion.

Policy 8 Development Capacity Analysis

Undertake a regional development capacity analysis to determine the levels of growth that can be sustained in the coastal area while maintaining the functional integrity of the coastal ecosystem. The analysis should be based on factors that guide development, including infrastructure and natural systems capacities, the impacts of seasonal population increases and disaster preparedness considerations. The results of the analysis should be incorporated into State and local planning and regulatory processes.

Policy 9 Shoreline Development

Protect vital ecological areas and coastal high hazard areas to prevent significant adverse long-term impacts on the natural functions of these sensitive areas. Support guidelines that restrict or limit development adjacent to these sensitive areas to water-dependent and compatible uses.

Policy 10 Coastal Maintenance

Promote coastal maintenance and restoration programs to provide coastal communities with protection from storm damage, attract tourism and enhance our coastal communities and natural habitats, including the Delaware Bay.

Policy 11 Public Access

Promote recreational opportunities and public access and encourage tourism along the oceanfront, bay front and rivers of the coastal area by protecting public access rights.

Water Resources

Policy 12 Aquifer Protection and Water Conservation

Conserve water resources in the coastal area, particularly those areas dependent on groundwater withdrawals, to reduce water demand so that withdrawal does not exceed aquifer recharge, to prevent saltwater intrusion that could degrade or destroy groundwater resources and to maintain and preserve flows to streams and wetlands.

Policy 13 Water Quality

Protect coastal water quality and prevent beach closings through proper wastewater treatment, non-point source pollution control and adequate storm water management facilities, thus ensuring safe recreation, healthful seafood and economic vitality.

STATEWIDE POLICY STRUCTURE
STATEWIDE POLICIES

Historic, Cultural and Scenic Resources

Policy 14 Identification and Designation

Coordinate the identification of historic areas, historic sites, archaeological sites, landscapes and scenic features unique to the coast for inclusion in the State and National Registers of Historic Places, in county and municipal master plans and as Historic and Cultural Sites.

Policy 15 Coastal Heritage Trail

Link public pedestrian, cycling and boating access to the Federal Coastal Heritage Trail.

17. Areas of Critical State Concern

The Statewide Policies for Areas of Critical State Concern are intended (1) to coordinate the planning efforts of the State Planning Commission with the Pinelands Commission and the Hackensack Meadowlands Development Commission and their adopted plans and regulations to gain compatibility with the growth management policies of the State Plan, and (2) to identify other areas of critical concern that need to be addressed in the future.

The State Planning Act mandates that the State Development and Redevelopment Plan ensure sound and integrated planning statewide, and promote intergovernmental coordination to assure that agencies at all levels of government participate in the formulation of the Plan and use it as a guide for agency planning and decision-making.

The Act also acknowledges the special statutory treatment accorded the New Jersey Pinelands under the “Pinelands Protection Act,” and the Hackensack Meadowlands under the “Hackensack Meadowlands Reclamation and Development Act.” “The State Planning Commission is explicitly directed to “rely on the adopted plans and regulations of these entities in developing the State Plan.”

The Cross-acceptance process has pointed out deficiencies in coordination and cooperation, highlighting the need for a Plan that provides a broad framework for planning and decision-making at all levels of government. The State Plan seeks to foster increased communication and cooperation among State agencies, counties and municipal governments to build and expand on progress made during Cross-acceptance. As a further result of Cross-acceptance, additional areas of critical concern should be considered in the future. Such areas include, but may not be limited to:

1. The Delaware and Raritan Canal
2. The Delaware Water Gap National Recreation Area
3. The Highlands
4. The Delaware River and Bayshore area
5. The Great Swamp Watershed and
6. The Skylands

The SPC urges those participating in Cross-acceptance to recommend policies as appropriate to address development, redevelopment and conservation issues in these and other regions of New Jersey.

STATEWIDE POLICY STRUCTURE

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Pinelands

The Pinelands area of New Jersey is one of the nation's premier environmental treasures. This 1.1 million acre forest is renowned for its multitude of unique natural, physical and cultural qualities and for its extensive water resources of very high quality. The United Nations has designated the Pinelands as an International Biosphere Reserve. The Pinelands are also very special in terms of geographic location. The position of this vast, largely undeveloped area in the center of the urbanized Northeast is an outstanding characteristic that contributes to its national importance. The area is a significant natural and recreational resource in a region of the country where open space is scarce.

The character of the Pinelands has been shaped by both natural and human factors. The region has a long history of human use. For at least 300 years it has experienced a cycle of resource exploitation including lumbering, bog iron production and sand and gravel extraction. Settlements have appeared and disappeared as new resources were found and exhausted. Throughout this time, the ecosystem kept its potential to maintain itself.

Yet, some activities over the years have not proved compatible. Development pressures grew in the Pinelands and threatened the existence of the unique ecosystem. In the 1960s, efforts began to protect and preserve the Pinelands. The current legislative mandate to protect the Pinelands is the National Parks and Recreation Act of 1978, that established the Pinelands National Reserve of 1.1 million acres, encompassing parts of seven southern New Jersey counties. The Act also authorized the establishment of the Pinelands Commission to develop a management plan. In 1979, the State Legislature passed the Pinelands Protection Act, endorsing the planning effort for the entire 1.1 million acres and granting regulatory authority over 934,000 of those acres. Most of the remainder falls within the CAFRA regulatory jurisdiction where the DEP is charged with implementing the Pinelands Plan.

The Pinelands Commission exercises regulatory control over development activities to preserve, protect and enhance the significant values of the land and water resources of the Pinelands. A Comprehensive Management Plan (CMP, November 1980) guides the Commission in its effort to meet the mandates of both State and federal legislation. The New Jersey Pinelands is a unique natural and cultural treasure. Preserving the Pinelands is dependent on sound management of its resources. The Pinelands Comprehensive Management Plan was crafted to protect those resources that lend the Pinelands its significance while accommodating development in a manner consistent with resource protection.

During Cross-acceptance, OSP, the Pinelands Commission and DEP worked cooperatively to achieve mapping and policy consistency among State agency, county plans and regulations in the CAFRA/National Reserve overlap area.

While the State Planning Act requires the State Planning Commission to rely on the CMP in the Pinelands area, local jurisdictions should use the statewide policies of the State Plan for those issues not addressed in the CMP. State Plan statewide policies covering such areas as economic development, urban revitalization and transportation should be used by municipalities in their local planning.

The Statewide Policies on Public Investment Priorities call for the coordination of Pinelands management area designations with State Plan planning area and Center designations so that certified communities in the Pinelands area receive the priority benefits equal to that of Planning Areas and Centers.

STATEWIDE POLICY STRUCTURE

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Hackensack Meadowlands Development District

The Hackensack Meadowlands encompass a 32-square-mile area lying along the Hackensack River in Bergen and Hudson counties. This environmentally sensitive area had, over the years, fallen victim to environmental degradation through haphazard development and the indiscriminate dumping of human, industrial and solid wastes. So thorough was the abuse of the Meadowlands that its waterways were reduced to no more than open sewers surrounded by a patchwork of undesirable development.

The Meadowlands are located just three miles from Manhattan, and represent the last large tract of open land near New York City. The New Jersey Legislature realized that a restored Meadowlands held potential as prime developable real estate. The Hackensack Meadowlands Reclamation and Development Act (N.J.S.A. 13:17-1, et seq. L.1968, c. 404) was enacted to regulate the development of 21,000 acres of Hackensack River Meadowlands in fourteen municipalities.

The Act created the Hackensack Meadowlands Development Commission (HMDC) and gave it three distinct mandates: (1) to oversee the growth and development of the region; (2) to protect the delicate balance of nature; and (3) to continue to use the Meadowlands to meet the region's solid waste disposal needs.

The Act empowers the HMDC to prepare and adopt a master plan for the development of land in its jurisdiction, irrespective of the boundaries of its constituent municipalities. The HMDC has the authority to review all local plans to be sure that they are consistent with the Commission's Master Plan. Additionally, the HMDC must review each application for a subdivision, site plan or building permit within its jurisdiction.

The State Planning Act recognizes the statutory jurisdiction of the HMDC over the Hackensack Meadowlands District. The SPC will rely on the HMDC Master Plan and zoning regulations for those issues addressed therein. The State planning process should promote close cooperation between the HMDC, its constituent counties and municipalities and the State.

As with the Pinelands, the Statewide Policies apply to the areas in the State Plan not addressed in the District's plans.

The following policies represent the major issues facing the Pinelands and HMDC:

New Jersey Pinelands

Policy 1 Reliance on Plans and Regulations

Acknowledge the statutory treatment of the New Jersey Pinelands under the Pinelands Protection Act and rely on the plans and regulations of the New Jersey Pinelands Commission to achieve the objectives of the State Plan.

Policy 2 Intergovernmental Coordination - State/Local

Coordinate planning efforts so that there is consistency between the adopted plans, maps, programs and regulations of various levels of government, consistent with the objectives of the State Plan and promote utilization of the State Plan's statewide policies covering issues not addressed by the Pinelands Comprehensive Management Plan.

STATEWIDE POLICY STRUCTURE

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Policy 3 Intergovernmental Coordination - Federal/State

Coordinate planning efforts with the New Jersey Pinelands Commission so that the Pinelands Comprehensive Management Plan, county and local plans and CAFRA regulations as amended are consistent within the Pinelands National Reserve.

Policy 4 Review of Potential Regional Impacts

Procedures should be developed for the review of developments that may have regional impacts affecting the Pinelands area, including proposals outside the bounds of the Pinelands such as regional centers or highway corridor improvements, or the expansion of facilities within the Pinelands so that the objectives of the State Plan and the Pinelands CMP are met.

Policy 5 Water Resources/Aquifer Protection

Protect the Cohansey/Kirkwood aquifer system that underlies both the New Jersey Pinelands and substantial adjacent areas. Analyze the condition and capacity of the system to maintain the delicate ecological balance of the Pinelands, and also its ability to support diversions from the aquifer that are not recharged. Until this analysis is completed, viable alternate water supply systems rather than diversions are strongly recommended.

Policy 6 Public Infrastructure Investment Priorities

Coordination of management area policies of the Pinelands CMP and the State Plan should ensure that management area designations within the Pinelands CMP receive State public infrastructure investment financing priority equal to that of designations in the State Plan.

Hackensack Meadowlands District (HMDC jurisdiction)

Policy 1 Reliance on Plans and Regulation

For lands within the jurisdiction of the HMDC, the SPC shall rely on the plans and regulations of the HMDC to implement the objectives of the State Plan.

Policy 2 Intergovernmental Coordination - State/State

Coordinate planning efforts to ensure that the HMDC Master Plan and the State Plan are consistent concerning growth management objectives, with special emphasis on those portions of constituent municipalities immediately adjacent to the Hackensack Meadowlands District.

Policy 3 Intergovernmental Coordination - State/Local

Coordinate planning efforts with the HMDC's constituent counties and municipalities to ensure that the HMDC Master Plan and county and local plans are consistent concerning State Plan objectives with special emphasis on those portions of constituent municipalities immediately adjacent to the Hackensack Meadowlands District and promote utilization of statewide policies covering areas not addressed under the HMDC Master Plan and zoning regulations.

Policy 4 Infrastructure Investment Prioritization

Establish infrastructure investment priorities within the HMDC jurisdiction consistent with State Plan priority system intent.

STATEWIDE POLICY STRUCTURE

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18. Design

The physical design of our communities and their environs — the way in which space is physically organized — is key to State Plan implementation and critical to the full achievement of its objectives. Physical design is integral to achieving the goals of the State Plan and is considered on par with coordinated planning and strategic investments in terms of its importance to State Plan implementation. While recognizing that physical design does not, by itself, solve the state's social, economic and environmental problems, an appropriate physical design framework influences the success of other strategies and is considered indispensable to a sustainable future and to the long-term environmental quality, economic vitality, and community stability of New Jersey.

From a functional perspective, physical design can be a powerful influence on human behavior. It can promote or deter human interaction, inspire a sense of security or provoke apprehension, provide or deny access, indicate acceptance or rejection. It can improve efficiencies in infrastructure and service provision; and it strongly conditions transportation choices. An appropriately supportive physical environment will encourage walking, bicycling and the use of public transit, whereas a barren environment will discourage these modes of transportation and increase auto-dependence. In addition, a well-designed environment achieves more than efficiencies: it can also play an important role in the quality of life assessments which we all make on a daily basis and influence the locational choices and investment decisions of residents and employers alike. A well-designed environment is much more than the sum of its parts. It represents an asset to the community, it enriches its users, and it creates real estate value; whereas a poorly designed physical environment will not achieve these purposes, and can reinforce feelings of disenfranchisement and lead to disinvestment and community fragmentation.

The New Jersey Municipal Land Use Law grants wide powers to municipalities to control design. Formal design review is one of the functions of the municipal Planning Board, under site plan review (N.J.S.A. 40:55D-37) or of the Zoning Board of Adjustment, if a variance is involved (40:55D-76B). More specialized design review functions are often delegated to other agencies with advisory capacities. New Jersey municipalities are increasingly adopting design controls, although these have often been directed at built areas, such as downtowns or historic districts, with less emphasis placed on shaping new areas of growth.

The Statewide Policies on Design are considered valid throughout the state and equally appropriate to urban, suburban and rural conditions. General policies for redesigning auto-oriented sprawl are also included. The Metropolitan Planning Area and the developed parts of the Suburban Planning Area contain significant sprawl. Other Planning Areas may contain areas of sprawl as well. These existing areas may be dispersed, or concentrated in high intensity Nodes which are distinguished from Centers because they lack a residential component and a pedestrian orientation. More detailed design policies specifically oriented to compact communities and Centers are provided in the statewide policies on the Resource Planning and Management Structure.

The Statewide Policies on Design are intended to be applied flexibly with due consideration to local conditions. They are also meant to be used in an integrated fashion with relevant Statewide Policies for functional areas such as housing, transportation and the environment, and with the appropriate Policy Objectives for each Planning Area.

STATEWIDE POLICY STRUCTURE

STATEWIDE POLICIES

Policy 1 Mixing Uses

Mix uses and activities as closely and as thoroughly as feasible. Exceptions are heavy industry (such as petrochemical refineries), land-intensive transportation facilities (such as airports, seaports, container terminals and major distribution centers) and other uses and facilities which as a result of their vast scale or given the nature of their activities cannot meet acceptable performance standards for mixed use.

Policy 2 Design Guidelines

Develop, adopt and implement design guidelines that achieve the goals of the State Plan, are consistent with its statewide policies, and are integrated with master or functional plans, investments, regulations, standards and programs.

Policy 3 Creating Places

Apply design principles to create and preserve spatially defined, visually appealing and functionally efficient places in ways that establish a recognizable identity, create a distinct character and maintain a human scale.

Policy 4 Establishing Connectivity in Circulation Systems

Design circulation systems to maximize connectivity, in ways that:

- create and maintain a network of interconnected segments designed to be shared by a wide variety of modes and users, and which pays particular attention to the needs of the elderly, the young, the transportation-impaired and the disabled;
- ensure the safety of pedestrians and bicyclists and create communities and places that are safe and attractive to walk and ride;
- establish and maintain a regional network that facilitates multi-modal links to, from, around and between Centers, other compact communities and significant traffic generators such as employment centers; and
- distinguish between local and regional road networks and, where appropriate, use access management to control access to regional facilities and separate local from regional traffic.

In compact communities:

- use a flexible (modified) approach to the grid, which can respond to physical features (e.g., topography, water bodies, etc.) while maintaining a high level of connectivity;
- maintain pedestrian and bicycle connections in those cases where cul-de-sacs are justified due to environmental, physical, social or other constraints;
- use a full range of street types that are closely matched with the prevalent surrounding land uses;
- provide a barrier-free, continuous and accessible pedestrian and bicycle network;
- eliminate or mitigate physical barriers to pedestrian activity, including excessive or unnecessary setbacks, buffers and berms, excessive street widths, and overengineered street geometrics which encourage vehicular speed over pedestrian safety; and
- provide a comprehensive bicycle network with paths, lanes, racks and lockers to link neighborhoods, civic uses, employment and recreation opportunities.

STATEWIDE POLICY STRUCTURE

STATEWIDE POLICIES

Policy 5 Balancing the Natural and Built Environments

Use physical design to both enhance the workings of natural systems and support the quality, integrity and continuity of the built environment.

Policy 6 Maintaining an Appropriate Scale

Design buildings and structures (including infrastructure) to relate to the human scale, using modular elements (such as doors and windows), facade treatments and design details to display a variety of sizes, from large to small. Integrate large and small buildings and facilities.

Policy 7 Designing Infrastructure

- Design infrastructure and other site facilities to satisfy their functional purpose while contributing to local character and sense of place.
- Minimize site disruption, respect the physical, scenic and historic assets of a site, limit overhead utilities and use every possible opportunity to meet all relevant State Plan provisions.
- Encourage co-location and the placement of towers for radio, television, and wireless communication and broadcast services, on public property and in non-residential areas.

Policy 8 Reducing Resource Consumption

Consider the consumption of energy, water and materials and the potential advantages of natural over mechanical approaches when designing street layout and selecting building location, building orientation, building materials, heating and cooling systems and plant materials.

Policy 9 Respecting Local Context and its Vernacular

Acknowledge and incorporate local history, climate, ecology, topography, building materials, building practices and local scale into the design of the built environment and the protection of the natural environment, where practicable and cost-effective.

Policy 10 Creating Civic Buildings and Spaces

Site civic buildings and spaces in prominent locations, easily accessible to the majority of the community, preferably by foot. Design civic buildings and spaces in ways that recognize their importance and clearly distinguish them from other uses. Foster the development of other public or semi-public gathering places such as plazas or pocket parks, which promote informal social interaction and provide a quality setting for artistic and cultural events, live entertainment and outdoor dining.

Policy 11 Integrating the Arts

Promote the permanent and temporary display of a variety of artistic forms in public and semi-public spaces. Incorporate elements of public art as integral to the design of buildings and public spaces. Encourage artistic and cultural events in public locations, both indoor and outdoors.

Policy 12 Balancing Security and Community

Make places safer, more accessible and more desirable through site layout, building placement, land use mix, lighting and other positive design techniques which establish clear distinctions between public and private realms, instead of relying exclusively on institutional law enforcement mechanisms or turning to exclusionary design techniques such as cul-de-sacs and gated communities.

STATEWIDE POLICY STRUCTURE
STATEWIDE POLICIES

Policy 13 Using Special Design Elements

Use special elements such as gateways, focal points, points of visual termination, landmarks, deflected views, skylines, distinctive signage and special lighting to create places, add character and make community form and structure more legible.

Policy 14 Lighting

In the interests of improved safety, energy conservation and maintenance of environmental integrity, outdoor roadway and area lighting should be designed installed and maintained to minimize misdirected and upward light and optimize the use of the lighting system.

Policy 15 Reducing the Visual Impacts of the Automobile

Reduce the visual impacts of the automobile and its related facilities on the landscape. Conceal garage doors, reduce curb cuts, downsize over-engineered streets, downscale lighting systems and intensities, locate surface parking behind buildings, promote rear alley access, replace parking lots with well-designed structured parking, and promote shared parking, central parking facilities and curb-side parking wherever possible.

Policy 16 Managing Corridors

Design corridors, including rivers, greenways, transit and roadways, to connect communities in ways that preserve rights of way, protect view sheds, and encourage gateways and distinct transitions between communities.

Policy 17 Redesigning Sprawl

Redesign existing areas of sprawl to look and function more like Centers:

- change auto-oriented environments to pedestrian- and transit-supportive environments, and enhance pedestrian and bicycle safety through traffic calming and other techniques;
- increase connectivity where possible and appropriate, even if limited to pedestrian and bicycle connections;
- encourage a greater diversity of uses and activities and intensify selective nodes and corridors, adding new retail, commercial, residential, civic and other uses;
- promote the redevelopment or, where appropriate, the adaptive reuse of existing buildings, sites and infrastructure, encouraging mixed use wherever possible, while considering the scale and character of the surrounding fabric;
- create opportunities for site intensification by replacing parking lots with new buildings or structured parking where economically feasible, redimensioning parking areas, providing narrower streets with curbside parking, promoting shared parking between existing uses and complementary infill uses, and increasing opportunities for alternate modes of transportation;
- reassess unnecessary buffers, berms, fences and other physical devices frequently required by local zoning to physically and visually separate uses, buildings or lots and eliminate these where possible;
- use enclosed skywalks and/or underground passageways where justified to allow pedestrians to overcome particularly difficult physical barriers — such as dualized highways or rail lines — between pedestrian generators;

STATEWIDE POLICY STRUCTURE

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- redesign internal circulation systems to create more pedestrian- and transit-oriented environments by adding sidewalks or walkways to link buildings, defining attractive, convenient and safe outdoor spaces, and other similar actions;
- calm internal circulation systems by reducing street widths, allowing on-street parking, and selectively using traffic calming devices such as neckdowns, speed tables, and other measures;
- improve the management of the circulation network through access management, driveway consolidation and agreements between adjoining property owners to provide cross-easements;
- create new service roads as alternatives to high speed arterials and collectors;
- selectively infill with new buildings, redevelop parking lots or detention facilities, and intensify existing structures through upper-level additions. Office districts can broaden their range of uses by introducing restaurants, day care facilities, personal and professional services, retail and other non-residential uses previously lacking;
- replace expansive pesticide- and fertilizer-intensive lawns with low maintenance indigenous species to minimize run-off and reduce non-point source water pollution;
- establish, where appropriate, district-wide management entities which, among other responsibilities, underwrite joint liability insurance over common space; and
- reduce or eliminate signs of visual clutter including inappropriate billboards, signs and overhead power lines and overscaled and poorly directed lighting.

III. RESOURCE PLANNING AND MANAGEMENT STRUCTURE

A. INTRODUCTION AND GENERAL POLICIES

The Resource Planning and Management Structure integrates the three critical spatial concepts of the State Plan — Planning Areas, Centers and Environs — and provides the framework for implementing the statewide policies and goals. Each Planning Area is a large mass of land with tracts that share certain characteristics and strategic intentions. Centers are central places within Planning Areas where growth should either be attracted or contained, depending on the unique characteristics and growth opportunities of each Center and the characteristics of the surrounding Planning Area in which it is located. These Centers are delineated by Community Development Boundaries. Areas outside Community Development Boundaries of Centers are Environs and should be protected from the growth that occurs in Centers.

Each Planning Area has specific intentions and policy objectives that guide the application of these Statewide Policies. They ensure that the Planning Areas guide the development and location of Centers and protect the Environs. Where a municipality or county has more than one Planning Area within its jurisdiction, growth should be guided in the following order: Metropolitan, then Suburban, then Fringe, then Rural or Environmentally Sensitive.

Table 6. Land By Planning Area (in acres)

RPMM	Developed	Military	Recreation al	Agricultural *	Forest	Water	Wetland	Barren	Totals
PA1	628,279	1,854	32,018	13,681	66,882	11,462	69,873	10,473	834,522
PA2	232,159	934	9,806	69,353	113,598	6,087	88,158	13,700	533,795
PA3	53,008	156	2,667	51,307	41,536	2,373	41,853	3,037	195,936
PA4	90,078	41	5,301	266,289	174,235	10,115	124,137	4,533	674,729
PA4B	62,622	67	1,694	151,642	99,492	2,738	53,560	2,141	373,957
PA5	160,428	1,225	8,164	54,930	370,538	38,230	356,275	10,250	1,000,040
Other									
Military	88	1,084	66		3,283	379	1,097	30	6,027
Park	7,052	6	4,071	10,638	138,462	7,394	49,648	1,477	218,749
Water	336		33	9	535	11,977	792	129	13,812
Pinelands	84,895	8,923	3,257	57,273	501,233	12,025	256,269	11,877	935,752
HMDC	7,711	0	578	0	1,159	1,647	6,121	918	18,135
NJ TOTAL	1,326,656	14,291	67,654	675,122	1,510,953	104,428	1,047,784	58,565	4,805,453

Source: NJ OSP, 1999.

Note: RPMM classifications based on the March 1999 Resource Planning and Management Map. “Developed” represents developed land as of 1995. Remaining columns represent areas other than developed land calculated based on 1986 NJDEP Land Use/Land Cover mapping.

* Agricultural land cover does not include silvaculture, wetlands or developed lands (greenhouses, farm structures, etc.) in agriculture.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

INTRODUCTION AND GENERAL POLICIES

The Resource Planning and Management Structure applies to all lands except mapped military installations, open water, and land under the jurisdiction of the Pinelands Commission and of the Hackensack Meadowlands Development Commission.

The Plan's provisions for Planning Areas, Centers and Environs work together. Planning Area provisions describe the opportunities and limitations for both development and conservation. Within different Planning Areas, different development patterns are prescribed.

Applying the Statewide Policy Structure through the Resource Planning and Management Structure will achieve the Goals of the State Planning Act.

1. Policies for Planning Areas

The following policies apply to all Planning Areas. These policies are intended to coordinate decisions at all levels of government toward the achievement of a pattern of growth that will fulfill the Goals of the State Planning Act.

Policy 1 Municipal, County, Regional and State Planning for Growth among Planning Areas

Municipalities, counties, regional and State agencies should prepare master and functional plans that guide growth using the following steps:

1. Promote growth in Centers and other appropriate areas in the Metropolitan Planning Area;
2. Promote growth in Centers and other appropriate areas in the Suburban Planning Area;
3. Accommodate growth in Centers in the Fringe Planning Area;
4. Accommodate growth in Centers in Rural and Environmentally Sensitive Planning Areas.

Policy 2 Centers Located at Intersections of Planning Areas

In instances where municipalities and counties identify a Center at the intersection of two or more Planning Areas, the Center should be planned to meet the policy objectives of whichever Planning Area is determined to be appropriate based on capacity analysis.

Policy 3 Planning Areas and Municipal and County Boundaries

Planning Areas are delineated on the bases of population density, infrastructure and natural systems and need not correspond to lot lines or municipal or county boundaries.

Policy 4 Planning for Existing Nodes

Communities may identify existing Nodes — either Commercial-Manufacturing or Heavy Industry-Transportation-Utility — as part of their plans submitted to the State Planning Commission for Plan Endorsement. Existing Nodes are encouraged to be retro-fitted over time to reduce auto-dependency, diversify land uses, and enhance linkages to communities, wherever possible.

Policy 5 Planning for New Nodes

Communities may identify new heavy industry, transportation or utility facilities and activities as part of their plans submitted to the State Planning Commission for Plan Endorsement. New concentrations of commercial, light manufacturing or warehousing and distribution facilities and activities should be organized in a compact form and located in Centers and other appropriate areas in Metropolitan or

RESOURCE PLANNING AND MANGEMENT STRUCTURE

INTRODUCTION AND GENERAL POLICIES

Suburban Planning Areas or Centers in Fringe, Rural or Environmentally Sensitive Planning Areas as part of plans submitted to the Commission for Plan Endorsement.

2. Policies for Centers

Policy 1 Designation of Centers and Endorsed Plans

Centers are identified in local or county plans and receive designation status through State Planning Commission endorsement of those plans.

Policy 2 Using Capacity Information to Plan Centers

The identification and designation of Centers should be based upon capacity information and existing and desirable future development patterns. Counties should analyze the capacities of infrastructure, natural resources, social and economic/fiscal systems and use this information in working with their municipalities to identify the proper locations, number and sizes of Centers necessary to accommodate projected population and employment growth to the Year 2020.

Policy 3 Center Community Development Boundaries

Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas have Community Development Boundaries delineating the geographic focus of development and redevelopment activities, infrastructure and other investments. The delineation of a Community Development Boundary is optional for Centers in the Metropolitan and Suburban Planning Areas and in the Environmentally Sensitive/Barrier Islands Planning Area.

Policy 4 Delineating Community Development Boundaries

Community Development Boundaries should be defined by roads; waterways; parks, Greenways and greenbelts; or changes in housing patterns, densities or types. They need not be coterminous with county or municipal boundaries.

Policy 5 Providing Land for Growth in Centers

Centers should contain a sufficient amount of land to support their projected growth both in the short run and to the Year 2020. This should include an appropriate multiple of land area within a Community Development Area to serve growth projections, new or expanded capital facilities, and affordable housing allocations without constraining the market or allowing monopoly land pricing.

Policy 6 Balancing Growth Between Centers and Regions

In the aggregate, Centers should be planned to accommodate regional growth projections, providing a reasonable multiple of land for redevelopment. However, within the region specific Centers may not necessarily require growth. Municipalities or counties with these places should identify sufficient amounts of available and developable land within other Centers to serve the market area while accommodating projected levels of growth.

Policy 7 Interjurisdictional Cooperation and Centers

Coordinated planning for Centers should be established through inter-local agreements between counties or other regional entities, especially for purposes of water quality, water supply, air quality and transportation.

RESOURCE PLANNING AND MANGEMENT STRUCTURE

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Policy 8 Affordable Housing in Centers

Locate affordable housing within the Community Development Boundaries of Centers in Fringe, Rural and Environmentally Sensitive Planning Areas. An absence of Centers identified to receive growth in a municipality will not absolve a municipality of its fair-share housing responsibility. Where Centers are not identified, the Council on Affordable Housing, working with the State Planning Commission and the municipality, may identify Centers or other appropriate ways for a municipality to accommodate its fair-share housing allocation and still meet the intent and purposes of the State Plan.

Policy 9 Identifying Cores

Communities are encouraged to identify Cores as part of their plans submitted to the State Planning Commission for Plan Endorsement.

Policy 10 Land Banking for Future Development

Consider land banking to ensure that growth within a Center beyond the planning horizon is not unnecessarily constrained. This land may be within or just outside of the Community Development Boundary.

Policy 11 Reconsideration of Center Boundaries

Reconsideration of Center boundaries should occur as part of master plan reexaminations, based on regional and local planning considerations and the capacities of infrastructure, natural resource and other systems to sustain development.

Center Design Policies

Policy 12 Cores

Design Cores to be the commercial, cultural, and civic heart of a Center, with multi-story and multi-use buildings, shared parking, higher intensities and a high proportion of internal trips on foot or by transit. Focus in Cores activities, such as restaurants, retail and services, which generate pedestrian traffic.

Policy 13 Neighborhoods

Design Neighborhoods with a distinct identity as the fundamental building block of Centers, with a central focus (shopping, transit service, school or green) and an edge marking transitions. Neighborhoods are characterized by short walking distances from edge to center.

Policy 14 Streets and Blocks

Design streets and blocks to:

- maximize connectivity;
- establish a comfortable pedestrian environment;
- function as high quality public spaces as well as means of circulation;
- balance the needs of different transportation modes, with an emphasis on pedestrian and bicycles;
- serve the needs of everyday users (pedestrians, cars), rather than of occasional users (fire trucks, snow plows);
- minimize cartway width and impervious coverage, while maximizing energy-efficient building sites;

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- maximize the use of traffic calming and traditional traffic control devices (roundabouts, T-intersections);
- maximize the sense of enclosure, using continuity of building walls and appropriate building height-to-street-width ratios to reinforce street space in ways appropriate to the block and the neighborhood; and
- reflect adjacent land use conditions as well as the volume of traffic which the street is expected to carry.

Policy 15 Public Spaces

Provide within each Center for at least one centrally located, easily accessible and well-designed public space that creates a focal point for the community, along with an appropriate variety of other, smaller public and semi-public spaces to address more limited or neighborhood needs.

Policy 16 Streetscapes

Encourage quality streetscape treatments that adequately reflect public commitment to the community and its built environment, with trees and other appropriate plant material, statuary, fountains and other features that animate the public and semi-public realm, along with appropriate street furniture.

Policy 17 Integrating Large and Small Buildings and Facilities

Encourage neighborhoods that integrate both large and small buildings and facilities. To achieve a seamless integration of larger facilities into the surrounding neighborhood:

- consider complementary uses to soften transitions from residential to non-residential;
- design large facilities to resemble a series of smaller buildings;
- calm vehicular access and egress to avoid disruption to pedestrian circulation and to neighborhood activities;
- develop and enforce performance standards to maintain desirable quality of life features;
- provide incentives, where appropriate, for multi-story buildings with smaller footprints, instead of single-story buildings with vast floorplates;
- schedule activities to minimize disruptions to the surrounding neighborhood; and
- maintain a constant dialogue between the neighborhood and the large user and require public involvement in every step of decision-making.

Policy 18 Building Orientation

Orient buildings and main building entrances to face streets or other important public spaces, and clearly mark and frame these entrances architecturally with columns, lintels, pediments, canopies or other architectural features. Avoid orienting buildings toward parking lots.

Policy 19 Building Height

Encourage taller buildings to acknowledge the height of neighboring buildings and to echo important horizontal lines by way of setbacks, recesses or other design devices.

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Policy 20 Building Elevations

Create visual interest in facade design with rhythms, patterns and decorative elements and by using a variety of modular components. Avoid blank walls, particularly if visible from the public realm.

3. Policies for Environs

Policy 1 Planning and Implementation of the Environs

Protect the Environs of Centers through comprehensive planning and consistent capital investment and regulation.

Policy 2 Large Contiguous Areas

Ensure that large contiguous areas of farmland and open lands are preserved and maintained in the Environs.

Policy 3 Greenbelts

Surround Centers with Greenbelts, where appropriate.

Policy 4 Development in the Environs

Development in the Environs should meet the Policy Objectives of the relevant Planning Area.

Policy 5 Transfer Density

Equitably transfer density from the Environs to existing or planned Centers.

B. PLANNING AREAS

Geographic Framework For Communities Of Place

The State Plan promotes the strategic application of investment and regulatory policy to repair and maintain infrastructure in developed areas, to reestablish adequate levels of service in over-burdened communities and to protect the agricultural, natural and cultural resources of the State. The State Plan's Statewide Policies are applied to the natural and built resources of the State through the designation of five Planning Areas. These Planning Areas reflect distinct geographic and economic units within the State and serve as an organizing framework for application of the Statewide Policies of the State Plan. The Planning Areas are:

- PA1: Metropolitan Planning Area;
- PA2: Suburban Planning Area;
- PA3: Fringe Planning Area;
- PA4: Rural Planning Area, which includes PA4B, the Rural/Environmentally Sensitive Planning Area; and
- PA5: Environmentally Sensitive Planning Area, which includes PA5B, the Environmentally Sensitive/Barrier Island Planning Area.

Planning Areas do not necessarily coincide with municipal or county boundaries, but define geographic areas that are suitable for common application of public policy.

The State Plan anticipates continued growth throughout New Jersey in all Planning Areas. The character, location and magnitude of this growth vary among Planning Areas according to the specific character of the area.

The Resource Planning and Management Structure uses the Environmentally Sensitive Planning Area as the primary means of protecting and managing the larger areas of natural and environmental resources of New Jersey. Because it recognizes that there are important natural and environmental resources found in other Planning Areas, the State Plan recommends the designation of particular resources as Critical Environmental Sites or Historic and Cultural Sites through the Cross-acceptance and municipal master and county planning processes. Designation as a Critical Environmental Site applies the Intent and applicable Policy Objectives of the Environmentally Sensitive Planning Area to these resources. Designation as a Historic and Cultural Site applies applicable Statewide Policies to these resources.

Each Planning Area has Policy Objectives that guide growth in the context of its unique qualities and conditions. These Policy Objectives are intended to guide state, county and municipal planning in general and, specifically, to establish a regional system of Centers (with Cores and Neighborhoods) and Nodes to promote growth in Metropolitan and Suburban Planning Areas; guide the location and size of Centers to accommodate growth in Fringe, Rural and Environmentally Sensitive Planning Areas; and provide management for the Environs. The Policy Objectives also shape and define the application of the Statewide Policies in each Planning Area.

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Many infrastructure systems in Metropolitan Planning Areas have already been extended into Suburban Planning Areas, and where they have not been extended, localized infrastructure systems have been developed. Infrastructure systems should be extended into Fringe Planning Areas when they are cost-efficient to serve a Center-based pattern of growth.

In the Fringe, Rural and Environmentally Sensitive Planning Areas, the Community Development Area is the area within which infrastructure services are planned and provided to contain the level of growth projected for the Center. The Community Development Boundaries define the limits of the Center's growth based on a planning horizon of the Year 2020. Communities are also encouraged to develop strategies, including land banking, to provide a reserve for growth that will occur after the Year 2020.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

METROPOLITAN PLANNING AREA

1. Metropolitan Planning Area (PA1)

General Description

This planning area includes a variety of communities that range from large urban Centers such as Newark, to 19th century towns shaped by commuter rail and post-war suburbs, such as Englewood and Cherry Hill. As the name implies, the communities in this planning area often have strong ties to, or are influenced by, major metropolitan centers — the New York/Newark/Jersey City metropolitan region in the northeastern counties (roughly within the I-287 beltway); the Philadelphia/Camden/Trenton metropolitan region along the lower Delaware River (roughly within the I-295 beltway); and on a smaller scale, the Easton/Phillipsburg metropolitan region along I-78. This planning area can also be found among the older shore towns of Monmouth County, Atlantic County, along the Delaware River in Salem County, and in the Bridgeton and Vineland-Millville areas in Cumberland County.

Metropolitan Planning Area

Approximately:

46% of all municipalities

17% of total New Jersey land area

60% of total New Jersey population

67% of total New Jersey jobs

Over the years, both the public and private sectors have made enormous investments in building and maintaining a wide range of facilities and services to support these communities. The massive public investment is reflected in thousands of miles of streets, trade schools and colleges, libraries, theaters, office buildings, parks and plazas, transit terminals and airports. Most of these communities are fully developed, or almost fully developed, with little vacant land available for new development. Much of the change in land uses, therefore, will take the form of redevelopment.

The investment in passenger rail service in the Metropolitan Planning Area is represented by over 130 stations on:

- *11 heavy rail lines*
- *2 rapid transit lines*
- *1 light rail line*
- *1 subway line*

The communities in this Planning Area form a part of the metropolitan mass where municipal boundaries tend to blur. The nature of this settlement pattern can undermine efforts to address a host of functional problems on a municipal basis. It is increasingly impractical, for instance, to manage traffic congestion, solid waste disposal and air and water pollution locally. These and other concerns spill over from one municipality to the next, requiring a regional perspective on potential solutions.

These communities have many things in common: mature settlement patterns resulting in a diminished supply of vacant land; infrastructure systems that generally are beyond or approaching their reasonable life expectancy; the need to rehabilitate housing to meet ever changing market standards; the recognition that redevelopment is, or will be in the not-too-distant future, the predominant form of growth; and a growing realization of the need to regionalize an increasing number of services and systems in light of growing fiscal constraints. In addition, the wide and often affordable choice of housing in proximity to New York

The proximity of municipal boundaries in this planning area is illustrated by Bloomfield Avenue (Essex County Route 506) which runs 11 miles from Newark to Fairfield. Over the course of those 11 miles, the traveler passes through 10 separate municipalities.

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and Philadelphia has attracted significant immigration, resulting in noticeable changes in demographic characteristics over time.

The Metropolitan Planning Area includes many communities that could be categorized as cities, towns or villages in the classical sense. Over time, however, the Metropolitan Planning Area has evolved into a close-knit, compact settlement pattern where communities stand shoulder to shoulder. The two most distinctive center forms still extant in the Metropolitan Planning Area are Urban Centers and Towns. Urban Centers are the larger cities that historically, and to some degree still, provide a focus for the region's economy, transportation system and governmental functions. The State Planning Commission designated the following municipalities as Urban Centers in 1992: Atlantic City, Camden, Elizabeth, Jersey City, New Brunswick, Newark, Paterson and Trenton. The typical town in this Planning Area is a relatively self-sufficient community with a mixed-use core commercial district that provides limited regional commercial, institutional, cultural and transportation opportunities. Examples include Westfield, Montclair, Haddonfield, Red Bank and Hackensack. The Metropolitan Planning Area also contains numerous distinctive neighborhoods, Main Streets and downtowns that supply a range of housing opportunities and everyday commercial needs.

Areas such as Routes 4 and 17 in Paramus, the Raritan Center in Edison, or the Cherry Hill Mall area along Route 38, constitute a very different development pattern than that found in towns and urban centers, yet contain great concentrations or Nodes of employment and economic activity. These conglomerations of office and warehouse parks, manufacturing districts, regional malls and power centers, retail strips, and medical and institutional complexes, are often economically successful, market-driven, dynamic and capable of evolving into new forms, as exemplified by current trends in "big box" retail and entertainment. They are often suburban in intensity, layout and auto orientation, are located apart from the traditional town cores and city downtowns, and tend to be located in larger municipalities such as Woodbridge, Wayne, Cherry Hill, Parsippany-Troy Hills and other Metropolitan Planning Area communities that have largely developed since World War II.

<i>Acres in the Metropolitan Planning Area</i>	
<i>Developed</i>	<i>628,300</i>
<i>Available</i>	<i>80,100</i>
<i>Other</i>	<i>126,100</i>
<i>Total</i>	<i>834,500</i>
Source: NJ OSP, 1999.	

The Metropolitan Planning Area contains large tracts of open space, often in the form of county and state parks and preserves, significant natural areas, and extensive waterfronts. However, this Planning Area does not generally have Environs in the form of open land separating communities and protecting natural and agricultural resources. In most instances, the large tracts of contiguous farmland, forest and environmentally sensitive lands in Fringe, Rural and Environmentally Sensitive Planning Areas function as the Environs of the Metropolitan Planning Area, as do the Pinelands, the Highlands areas of New Jersey and New York, and other open space throughout the tri-state area.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Metropolitan Planning Area. Local conditions may require flexible application of the criteria to achieve the policy objectives of this Planning Area:

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- (1) Density of more than 1,000 people per square mile; and
- (2) Existing public water and sewer systems, or physical accessibility to said systems, and access to public transit systems; and
- (3) Land area greater than one square mile; and
- (4) A population of not less than 25,000 people; or
- (5) Areas that are totally surrounded by land areas that meet the criteria of a Metropolitan Planning Area, are geographically interrelated with the Metropolitan Planning Area and meet the intent of this Planning Area.

Intent

In the Metropolitan Planning Area, the State Plan's intention is to:

- Revitalize cities and towns;
- Redevelop urban areas;
- Promote growth in compact forms;
- Stabilize older suburbs;
- Redesign areas of sprawl; and
- Protect the character of stable communities.

These goals will be met by strategies to upgrade or replace aging infrastructure; retain and expand employment opportunities; upgrade and expand housing to attract a balanced residential population; restore or stabilize a threatened environmental base through brownfields redevelopment and metropolitan park and greenway enhancement; and manage traffic effectively and create greater opportunities for public transportation connections within the Metropolitan Planning Area and between the Metropolitan Planning Area, suburban employment centers and the Philadelphia and New York areas.

The Metropolitan Planning Areas of New Jersey are envisioned as cooperative, sustainable regions comprised of a cohesive system of vibrant Urban Centers that serve as employment, governmental, cultural and transportation anchors; distinctive Regional Centers, and redesigned Nodes that provide a mixture of well defined functions and services; classic Main Street towns for local and regional commerce; and safe, quality residential neighborhoods throughout. The entire system is linked by transportation services (which include such new additions as light rail lines, public shuttle services and bicycle/pedestrian paths) and greenways that provide easy access to employment, recreation, schools, cultural activities, commerce, and social and governmental services.

In order to create, support and maintain this system, development and redevelopment activities will need to be consistent with the traditional urban fabric — intensities sufficient to support transit, a range of uses broad enough to encourage activity beyond the traditional workday, efficient use of infrastructure, and physical design features that enhance public safety, encourage pedestrian activity and reduce dependency on the automobile. These principles are most easily applied in traditional town or city centers but are also applicable to redesigning areas of sprawl as opportunities for redevelopment occur.

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The relatively unbroken pattern of development in the Metropolitan Planning Area makes Community Development Boundaries, as a tool for delineating growth areas or protecting resources or neighborhoods, less useful than creating comprehensive and strategic local, corridor or regional plans. Municipalities should work with each other and their counties to delineate specific areas for redevelopment, retrofitting, rehabilitation or revitalization where growth is expected or desired. Community Development Boundaries may, however, be drawn when they can be shown to serve a clear purpose.

Policy Objectives

The following set of Policy Objectives should be used to guide the application of the State Plan's Statewide Policies, the criteria for designation of any existing or new Centers appropriate in this Planning Area, the optional delineation of Community Development Boundaries around Centers, and local and State agency planning.

- (1) **Land Use:** Promote redevelopment and development in Cores and Neighborhoods of Centers and in Nodes that have been identified through cooperative regional planning efforts. Promote diversification of land uses, including housing where appropriate, in single-use developments and enhance their linkages to the rest of the community. Ensure efficient and beneficial utilization of scarce land resources throughout the planning area to strengthen its existing diversified and compact nature.
- (2) **Housing:** Provide a full range of housing choices through redevelopment, new construction, rehabilitation, adaptive reuse of non-residential buildings, and the introduction of new housing into appropriate non-residential settings. Preserve the existing housing stock through maintenance, rehabilitation and flexible regulation.
- (3) **Economic Development:** Promote economic development by encouraging strategic land assembly, site preparation and infill development, public/private partnerships and infrastructure improvements that support an identified role for the community within the regional marketplace. Encourage job training and other incentives to retain and attract businesses. Encourage private sector investment through supportive government regulations, policies, and programs, including tax policies and expedited review of proposals that support appropriate redevelopment.
- (4) **Transportation:** Maintain and enhance a transportation system that capitalizes on high-density settlement patterns by encouraging the use of public transit systems, walking, and alternative modes of transportation to reduce auto dependency, link Centers and Nodes, and create opportunities for transit oriented redevelopment. Facilitate efficient goods movement through strategic investments and intermodal linkages. Preserve and stabilize general aviation airports and, where appropriate, encourage community economic development and promote multi-level uses for airport property such as business centers.
- (5) **Natural Resource Conservation:** Reclaim environmentally damaged sites and mitigate future negative impacts, particularly to waterfronts, scenic vistas, wildlife habitats and to Critical Environmental Sites and Historical and cultural Sites. Give special emphasis to improving air quality. Use open space to reinforce neighborhood and community identity, and protect natural linear systems, including regional systems that link to other Planning Areas.

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METROPOLITAN PLANNING AREA

- (6) **Agriculture:** Use development and redevelopment opportunities wherever appropriate and economically feasible to meet the needs of the agricultural industry for intensive agricultural production, packaging and processing, adding value operations, marketing, exporting and other shipping. Provide opportunities for farms, greenhouses, farmers markets and community gardens.
- (7) **Recreation:** Provide maximum active and passive recreational opportunities and facilities at the neighborhood, local and regional levels by concentrating on the maintenance and rehabilitation of existing parks and open space while expanding and linking the system through redevelopment and reclamation projects.
- (8) **Redevelopment:** Encourage redevelopment at intensities sufficient to support transit, a broad range of uses and efficient use of infrastructure. Promote design that enhances public safety, encourages pedestrian activity and reduces dependency on the automobile.
- (9) **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the area's ability to redevelop. Coordinate historic preservation with tourism efforts.
- (10) **Public Facilities and Services:** Complete, repair or replace existing infrastructure systems to eliminate deficiencies and provide capacity for sustainable development and redevelopment in the region. Encourage the concentration of public facilities and services in Center and Cores.
- (11) **Intergovernmental Coordination:** Regionalize as many public services as feasible and economical to enhance the cost effective delivery of those services. Establish multi-jurisdictional policy and planning entities to guide the efforts of State, county and municipal governments to ensure compatible and coordinated redevelopment.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

METROPOLITAN PLANNING AREA

Implementation Strategy

The Challenge ^{3/4}

The Metropolitan Planning Area should be managed in a way that recognizes both the distinctive character and cultural diversity of communities as well as their interrelationships. Effective public policy in the Metropolitan Planning Areas will broaden the focus to the multi-jurisdictional level to plan and manage the interdependent and integrated systems found throughout the region. Creating or maintaining a high quality of life in the Metropolitan Planning Area will depend upon our ability to govern in these areas effectively. This can occur when cities and suburbs recognize their mutual interdependence and embrace the need to think, plan and invest with the larger region in mind. Municipalities should work with each other and their counties to delineate specific areas for infill, redevelopment, retrofitting, rehabilitation or revitalization through comprehensive and strategic local, corridor, and regional plans.

Regional Strategic Plans, Urban Complex Plans, and regional planning commissions are examples of ways to promote coordinated planning, decision making, and implementation.

Of particular concern in the Metropolitan Planning Area is the condition of the infrastructure necessary to support a region that constitutes approximately two thirds of New Jersey's population and jobs. While some components have been regularly upgraded and maintained, much of the system is at best post World War II vintage, and in some cases turn-of-the century. Not only are the bricks and mortar aging, but the design and orientation of the system is also often outdated. For the most part, Metropolitan Planning Areas grew up around industrial-based central cities and in the northeastern and southwestern parts of the State, with strong linkages to New York City and Philadelphia. Although the central cities have lost some of their predominance over time, the infrastructure systems, particularly transportation, have not always kept pace with the resulting dispersal of the economy throughout the planning area. Nor has the system always kept pace with the demands brought about by the shift to a service and technology based economy.

We are presented then, with the task of efficiently maintaining, rehabilitating, modernizing, and at times redirecting infrastructure to ensure the quality of life and economic health of the planning area into the next century. This will require strategic capital planning and a commitment to maintenance and rehabilitation at all levels of government, and where appropriate, in partnership with the private sector.

The State Plan recognizes that Nodes play a crucial role in the spatial economy of Metropolitan Planning Area municipalities and that this is likely to continue. Although less than optimum from a land use and transportation perspective, the way these areas function can be improved incrementally over time through careful planning at the local and regional level. The long term goals for these places are to progressively reduce auto-

Expanding Rail Service in the Metropolitan Planning Area

Opportunities for expanded rail service and linkages in the Metropolitan Planning Area include the restoration of service on the West Shore, Northern Branch, NY Susquehanna & Western, and West Trenton lines; and light rail service between Newark and Elizabeth; an extension of the Newark Airport monorail to the NE Corridor; and construction of the Montclair Connection.

New rail projects include the Hudson-Bergen Waterfront light rail; the Secaucus Transfer; the Camden - Trenton Light Rail Line and the recently completed Kearny Connection (Midtown Direct).

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

METROPOLITAN PLANNING AREA

dependency, to diversify land uses wherever possible, and in general to enhance linkages to the rest of the community.

The Response —

To achieve consistency with State Plan goals, local, county, regional and state agencies should undertake the following activities:

- ☒ Strengthen or establish regional planning consortiums.
- ☒ Identify regional focal points for public and private investment.
- ☒ Inventory the condition and capacity of such infrastructure components as roads, sewers, water supply, public buildings and parks and prioritize maintenance and rehabilitation projects.
- ☒ Develop strategic capital improvement programs and budgets to reduce infrastructure backlogs and adequately address ongoing maintenance and modernization.
- ☒ Integrate planning and implementation at all appropriate scales — the neighborhood, municipality, county, corridor and region (including interstate linkages).
- ☒ Coordinate permitting and land use approval requirements that recognize the regional and statewide interest in encouraging private investment in the Metropolitan Planning Area.
- ☒ Identify strategies for linking the region internally and externally.
- ☒ Identify opportunities and prepare guidelines for retrofitting concentrations of commercial, industrial, and institutional land uses.
- ☒ Support needed improvements for downtown business communities by establishing “Special Improvement Districts” in Centers. Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws.
- ☒ Provide zoning for a diversity of uses and residential densities consistent with the urban fabric to promote development.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

SUBURBAN PLANNING AREA

2. Suburban Planning Area (PA2)

General Description

The Suburban Planning Area is generally located adjacent to the more densely developed Metropolitan Planning Area, but can be distinguished from it by a lack of high intensity Centers, by the availability of developable land, and by a more dispersed and fragmented pattern of predominantly low-density development. Suburban Planning Areas are or will be served by regional infrastructure, except that, outside of Centers and major transportation corridors, there is limited, if any, availability of alternative modes of transportation to the automobile. These Areas have generally been designated for growth in municipal master plans. As development expands, these services will become increasingly available if planned properly.

The Suburban Planning Area has about 11% of the State's population and employment. It is served by 9 active passenger rail stations, of the state's total of 156 active stations. Current development patterns, outside of Centers, lack the compact settlement pattern of the older suburbs in the Metropolitan Planning Area and are almost entirely dependent on the private automobile for transportation. The pattern of scattered subdivisions and employment centers offers few if any focal points for community interaction — the traditional Main Streets and town greens where community identity and civic life were fostered through parades, outdoor concerts and the informal social interaction of the Saturday morning errands.

In the low-density, auto-dependent pattern of single-use enclaves prevalent in the Suburban Planning Area, there are few links connecting residential subdivisions, office and industrial parks, distribution centers, big box retail, and multi-family developments. While some of these individual pieces may be attractive in themselves, with pleasant landscaping and interesting architectural features, their lack of integration does not create community. The effect of local planning efforts has been to isolate land uses from each other, using zoning requirements such as large setbacks or extensive buffers, the location of stormwater detention facilities and unnecessarily wide roads to create physical barriers between land uses and activities. Current trends continue to extend sprawl,

The Suburban Planning Area is generally found in suburban growth corridors located along state highways: portions of Route 80 in Morris County, portions of Route 78 in Hunterdon and Somerset, portions of Route 287 in Somerset, suburban Route 1 (the Princeton corridor), the Turnpike in Middlesex and Mercer, the Garden State Parkway in Monmouth and Ocean, I-295 in Burlington and Gloucester, and the Atlantic City Expressway in Gloucester.

Municipalities with the largest land area include Dover Township in Ocean County, with 21,867 acres, Jackson (17,623 acres), South Brunswick (17,359 acres), Monroe Township in Middlesex County (15,759), Lakewood (14,576), Freehold Township (13,823 acres) and Vineland (12,972 acres). On average 35% of Suburban Planning Area acreage was available for development.

Approximately 11% of the State (534,000 acres) is mapped as Suburban Planning Area. As of 1995, approximately 40% of this area was developed; of the undeveloped, less than 70,000 acres were in agriculture, and less than 115,000 acres were woodlands.

Fourteen New Jersey counties have land in the Suburban Planning Area. Ocean County has 20% of the state's Suburban Planning Area lands (108,747 acres); other counties with important shares include Monmouth and Somerset (13%), Gloucester and Middlesex (10%), Mercer and Burlington (7%), and Cumberland (6%).

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focusing primarily on the same single-use or limited use development products, in response to developer and market demand and local zoning requirements.

Although Suburban Planning Areas may, as they build out, achieve densities characteristic of Metropolitan Planning Areas, if these trends continue they will remain fragmented. Because this pattern of development is inefficient in terms of the cost of facilities and services, it pressures property taxes up to pay for services that are more expensive than they should be. This pattern also results in traffic congestion, since virtually every destination requires a vehicular trip, and in the unavailability of affordable housing, destruction of open space and absence of community character and sense of place.

Centers in the Suburban Planning Area

The Suburban Planning Area contains a wide variety of viable, traditional settlements which have been identified as Centers: Hamlets, such as Conoverstown, Beasleys Point, Holmansville and North Branch; Villages, such as Englishtown and Rocky Hill; Towns, such as Clayton, Swedesboro, Pine Hill and Clinton; and Regional Centers such as Mount Holly and Lakewood. In addition, the State Planning Commission has designated a Village (Cranbury), a Town (Hightstown), and the Princeton Regional Center.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Suburban Planning Area. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

- (1) Population density of less than 1,000 people per square mile; and
- (2) Natural systems and infrastructure systems reasonably anticipated to be in place by 2020 that have the capacity to support development that meets the Policy Objectives of this Planning Area. These systems include public water supply, sewage collection and treatment facilities, stormwater, transportation, public schools and parks; and
- (3) A land area contiguous to the Metropolitan Planning Area; and
- (4) Land area greater than one square mile.

Intent

In the Suburban Planning Area, the State Plan's intention is to:

- Provide for much of the State's future development;
- Promote growth in Centers and other compact forms;
- Protect the existing character of stable communities;
- Protect natural resources;
- Redesign areas of sprawl; and
- Reverse the current trend toward further sprawl.

The existing inventory of undeveloped and underdeveloped land in the Suburban Planning Area provides sufficient land area to absorb much of the market demand for growth and new development in the State. While the less developed Fringe, Rural and Environmentally Sensitive Planning Areas can provide for modest levels of additional growth and development, the Suburban Planning Area is a key area for accommodating market forces and demand for new development. In the 1990s, most of these

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areas have indeed been performing this function, without however adhering to the desired development pattern. The intent of the State Plan regarding the Suburban Planning Area is to reverse the current trend towards further sprawl and to guide both redevelopment and new development into more efficient and serviceable patterns. Many of the developed portions of the Suburban Planning Area resemble Metropolitan Planning Areas developed since World War II, where it is difficult to “get from here to there,” whereas the pre-World War II metropolitan areas — the compact, transit-supportive railroad suburbs and small towns — constitute more desirable physical models.

The Suburban Planning Area is unique in that the availability of public infrastructure offers the opportunity to create a development pattern with reasonable densities and physical continuity — with functional transportation linkages throughout and existing and approved planned sewer systems — while protecting the integrity of the area’s natural systems. While much of the growth pattern may already be influenced by the placement of major transportation facilities, sewer alignments, existing development and preliminary development approvals, this Planning Area offers opportunities to expand infrastructure efficiently from neighboring Metropolitan Planning Areas. Extending public services can, in turn, help create compact Centers of development that support public transportation systems. Better integration between existing, dispersed single-use activities and both existing and new Centers could vastly improve both the image and the performance of this Planning Area.

“Retrofitting,” or redeveloping existing sprawl, admittedly a complex task, nevertheless provides additional long-term opportunities to accommodate growth in more efficient and balanced ways. Municipalities should carefully consider effective long term strategies and incentives capable of facilitating the progressive conversion of these low density, auto-oriented areas to more pedestrian-oriented and, where possible, mixed-use environments.

New development in the Suburban Planning Area should not promote additional sprawl. It should focus on existing Centers before moving to greenfield sites. Internally oriented, mixed-use Centers will ensure a higher quality of life and heightened community identity, while promoting fiscal responsibility, efficient and effective infrastructure, reasonable cost housing, reduced congestion and balanced economic development.

Municipalities should work with each other and their counties to delineate specific areas for redevelopment, retrofitting, rehabilitation or revitalization where growth is expected or desired. The relatively unbroken pattern of development in the Suburban Planning Area makes Community Development Boundaries, as a tool for delineating growth areas or protecting resources or neighborhoods, less useful than creating comprehensive and strategic local, corridor or regional plans. Community Development Boundaries may be drawn where Centers can be delineated with distinct Environs.

Although all Suburban Planning Areas are or will be in sewer service areas, the Environs should be established to separate Centers. When possible the Environs provide an edge and identity to communities, either by parkland or farmland, or by being partially developed with appropriate low-density uses. The scale and location of the Environs should not compromise the Planning Area’s capacity to absorb projected growth.

Where conditions do not favor new Centers, the physical layout of new single- or limited-use development should nevertheless follow Center-like design principles, such as pedestrian scale,

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interconnected street systems and absence of physical barriers between uses and destinations (see Statewide Design Policies). Better designed single- or limited-use areas will not bring to the community the benefits derived from mixed-use areas, but they perform significantly better than the Area's current standard and provide a physical framework which will make it easier, in the future, to add complementary uses and activities and move closer to the mixed-use model.

Public policy should also focus on making public transportation a reality in suburban areas. Several proposals have been made to provide new service, or to reactivate passenger rail service in them. If coordinated appropriately with transit-supportive local land use planning and design policies, cost-effective transit service can provide the foundation necessary to revitalize existing Cores or create new Cores for future Centers.

Passenger Rail Service in the Suburban Planning Area

Although only nine active passenger rail stations serve the Suburban Planning Area, proposals for new passenger rail service include the Trenton-Camden-Gloucester line and reactivation of passenger service on the West Trenton line. If implemented properly, passenger rail could play a major role in bringing coherence and structure to the Suburban Planning Area.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in this Planning Area, the criteria for designation of any existing or new Centers appropriate to this Planning Area, and local and State-agency planning.

- (1) **Land Use:** Guide development into more compact forms: Centers and former single-use developments that have been retrofitted or restructured, to accommodate mixed-use development, services and cultural amenities. Plan and zone for a wide range of land uses and users, in order to achieve more balanced communities. Seek to better integrate different land uses, and remove or mitigate physical barriers between them. Encourage densities capable of supporting transit. Preserve the Environs as parkland, farmland, or partially developed low-density uses without compromising the Planning Area's capacity to accommodate future growth.
- (2) **Housing:** Provide a full range of housing choices primarily in Centers at appropriate densities to accommodate the area's projected growth. Ensure that housing in general — and in particular affordable, senior citizen, special needs and family housing — is developed with maximum access to a full range of commercial, cultural, educational, recreational, health and transportation services and facilities. Focus multi-family and higher density single-family housing in Centers. Any housing in the Environs should be planned and located to maintain the existing character.
- (3) **Economic Development:** Guide opportunities for economic development into Centers or existing pedestrian- and transit-supportive single-use areas and target new jobs to these locations.
- (4) **Transportation:** Maintain and enhance a transportation system that link Centers and existing large single-use areas to each other, to Metropolitan Planning Areas and to major highway and transit corridors. Emphasize the use of public transportation systems and alternative modes of transportation where appropriate and feasible, and maximize circulation and mobility options (including pedestrian and bicycle connections between developments) throughout. Encourage significant redevelopment and intensification around existing and planned rail stations and along transit corridors. Promote flexible (variable route) transit and support employer-operated shuttle services. Preserve and stabilize general aviation airports and, where appropriate, encourage

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community economic development, transportation intermodal hubs, and multi-level uses for airport property such as businesses centers.

- (5) **Natural Resource Conservation:** Conserve continuous natural systems, strategically-located open space and buffer areas of critical environmental concern. Use open space to reinforce neighborhood and community identity, and protect natural linear systems, including regional systems that link into other Planning Areas.
- (6) **Agriculture:** Guide development to ensure the continued viability of agriculture and the retention of productive farmland in strategically located agricultural areas and in other adjacent Planning Areas. Actively promote more intensive, new-crop agricultural enterprises and meet the needs of agricultural industry for intensive packaging, processing, adding value operations, marketing, exporting and other shipping through development and redevelopment.
- (7) **Recreation:** Provide maximum active and passive recreational opportunities and facilities at the neighborhood, local and regional levels by concentrating on the maintenance and rehabilitation of existing parks and open space while expanding and linking the system through redevelopment and reclamation projects. In the undeveloped portions of this planning area, acquire and improve neighborhood and municipal parkland within Centers, and regional park land and open space either in or within easy access of Centers.
- (8) **Redevelopment:** Encourage redevelopment efforts in existing Centers and single-use areas which can be redeveloped into mixed-use areas, and areas within walking distance of train stations or other major public transit facilities. Redevelop at transit-supportive densities, while creating pedestrian-oriented environments. Take full advantage of the opportunities available under the State's redevelopment statutes to promote new Centers and retrofit existing areas with mixed uses and higher densities.
- (9) **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the area's ability to develop or redevelop. Coordinate historic preservation with tourism efforts.
- (10) **Public Facilities and Services:** Phase and program the extension of public facilities and services to support development in Centers and ensure adequate levels of public and private services. Encourage jurisdictions to locate all public and private community facilities — schools, libraries, municipal buildings, government offices, post offices, civic, cultural and religious facilities, fire stations, etc. — in Centers or in proximity to (within walking distance of) Centers. Central facilities serving a wide population should be located in or near Cores.
- (11) **Intergovernmental Coordination:** Establish regional approaches to the planning and provision of facilities and services. Create public/public and public/private partnerships to locate, facilitate, coordinate and implement new development and redevelopment in Centers.

Implementation Strategy

The Challenge—

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The Suburban Planning Area, as the most rapidly developing part of New Jersey, should be managed actively by its municipalities, counties, regional agencies, community groups and the state to avoid additional haphazard development — and a continuation of the current trend towards sprawl — without deterring growth. Such a proactive approach cannot be implemented without a considerable investment in advance planning, both at the local and regional levels such as watershed planning or corridor planning and a working consensus among diverse constituencies.

The Environs — which in Suburban Planning Areas are predominantly protected natural systems and their buffers (riparian corridors, wetlands, and others), selected prime farmland and regional recreational areas to be preserved — require planning at the regional or subregional level with assistance from the State. This involves coordinated action between various levels of government, nonprofits and the private sector.

New growth should be promoted in Centers. Centers require active planning at the local level, carried out by a variety of partnerships under municipal leadership. A Center-based approach is a complex strategy which requires a full range of planning and design tools, used with consistency and determination. Pro-active local planning, along with an engaged, innovative and entrepreneurial private sector will be crucial to establishing a development pattern that achieves the intent and policy objectives for this Planning Area.

The Response—

The first step to be taken at the local level should be a thorough and rigorous reassessment of the municipal master plan and development regulations, to ascertain whether they promote, or even allow, Center-based development and to make any necessary corrections to these documents.

Another important step is to perform a community build-out analysis, not just to determine how many housing units or how many square feet of commercial uses the community has ultimately zoned for, but rather to take a realistic look at what the community will look like at build-out, how it will work, and whether this corresponds to the community's vision. Communities wishing to implement Center-based growth strategies are encouraged to be pro-active in determining the “look and feel” of future development, through the use of visioning techniques, design guidelines, detailed regulating plans and a host of other tools and techniques. Targeted open space and/or farmland preservation should be pursued through cooperative efforts between counties, county agricultural development boards, SADC and Green Acres.

To achieve consistency with State Plan goals, local, county, regional and state agencies should undertake the following activities:

- ☒ Identify on a regional basis a number of Centers sufficient to absorb a significant share of the area's growth.
- ☒ Zone those Centers for the densities needed to absorb growth.
- ☒ Protect the Environs through open space/farmland preservation and sewer service restrictions.
- ☒ Use phasing to coordinate supply and demand for infrastructure and services.
- ☒ Expedite appropriately designed development in Centers.

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- ☒ Support needed improvements for downtown business communities by establishing “Special Improvement Districts” in Centers. Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws.

In addition to standard zoning and capital budgeting approaches, local jurisdictions should consider other planning tools such as public land banking, density transfer mechanisms, official maps, the circulation element of the municipal master plan, detailed regulating plans, redevelopment statutes, acquisition of targeted open space and/or farmland and public/private and public/public partnerships.

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FRINGE PLANNING AREA

3. *Fringe Planning Area (PA3)*

General Description

The Fringe Planning Area is a predominantly rural landscape that is not prime agricultural or environmentally sensitive land, with scattered small communities and free-standing residential, commercial and industrial development. Throughout the Fringe Planning Area are older communities, such as Mullica Hill in Gloucester County and Millstone in Somerset County. Some of these places have become magnets for specialty shops, like Mullica Hill. Other communities such as Flemington serve as the seat of county government.

There are few areas where large blocks of the Fringe Planning area exist. Communities with a thousand or more acres in this Planning Area are found in Atlantic County (Galloway and Hamilton Townships), in northern and central Burlington County (Bordentown, Burlington, Florence, Mansfield and Chesterfield Townships) and in southeastern Somerset County (Montgomery and Franklin Townships). In most cases, Fringe Planning Areas serve as a transition between suburban and rural landscapes.

In the Fringe Planning Area large investments in water and sewer and local road networks have not taken place. Circulation is primarily provided by a state and county maintained system of highways supplemented by locally maintained roads. Investments in water and sewer are mainly in existing Centers, such as Smithville in Atlantic County and Pennington in Mercer County.

FRINGE PLANNING AREA

<i>Developed Land</i>	53,008 acres
<i>Available Land</i>	96,794 acres
<i>Other Land</i>	<u>46,134 acres</u>
<i>Total</i>	195,936 acres

<i>Developed</i>	53,008 acres
<i>Agriculture</i>	51,307 acres
<i>Forest</i>	41,536 acres
<i>Water</i>	2,373 acres
<i>Wetlands</i>	41,853 acres
<i>Barren Land</i>	3,037 acres

Source: NJ OSP, 1999.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Fringe Planning Area. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

- (1) Population density of less than 1,000 people per square mile; and
- (2) Generally lacking in major infrastructure investments:
 - The circulation system is mainly provided by State and county roadways with a major emphasis on moving traffic through the area.
 - Programmed sewer and public water services are confined to Centers.
- (3) Land area greater than one square mile; and
- (4) Does not include land that meets the criteria of Rural or Environmentally Sensitive Planning Areas.

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- (5) Area is adjacent to Metropolitan or Suburban Planning Areas.

Intent

In the Fringe Planning Area, the State Plan's intention is to:

- Accommodate growth in Centers;
- Protect natural resources; and
- Provide a buffer between more developed Metropolitan and Suburban Planning Areas and less developed Rural and Environmentally Sensitive Planning Areas.

Development within the Fringe Planning Area should be concentrated in or adjacent to Centers. The character, location and magnitude of new development should be based on the capacities of the natural and built systems. Centers should serve as receiving areas for density transfers. In Centers, water and wastewater systems may be extensions of systems from Metropolitan or Suburban Planning Areas. If not they should be designed and planned to connect to those systems in the future or should be small treatment systems managed by qualified public or private entities. Infrastructure should be provided in Centers by the private sector, except where joint public/private investment would benefit the public interest.

In the Environs, the landscape should contain limited free-standing residential, commercial and industrial development, including activities that may be required to meet the needs of the region and which cannot meet acceptable performance standards for Centers. All such development should be designed to enhance the character of the area by preserving open land, retaining scenic vistas and maintaining natural systems. The Environs should be protected from unchecked and piecemeal residential and commercial development.

Without an affirmative effort to manage growth carefully in the Fringe Planning Area, development will most likely continue in a dispersed and inefficient pattern, making the future provision of public facilities and services very expensive. In addition, uncontrolled development in these areas will exacerbate conflicts with agricultural and environmental resources. More compact, deliberately designed community patterns can reduce land conflicts and encourage the preservation of rural character. A well-planned and managed Fringe Planning Area may be an effective buffer between more intensely developed urban and suburban areas and the agricultural and environmentally sensitive lands. As a transition area, it is likely to accommodate a greater intensity of development than the Rural and Environmentally Sensitive Planning Areas and less than the Metropolitan and Suburban Planning Areas.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Fringe Planning Area, the criteria for designation of existing or new Centers, the policies for delineating Community Development Boundaries around Centers, and local and State agency planning.

- (1) **Land Use:** Focus development in appropriately located and designed Centers with Community Development Boundaries to accommodate growth that would otherwise

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occur in the Environs. Protect the Environs primarily as open lands. Development in the Environs should not exceed the carrying capacity of natural systems and should maintain or enhance the character of the Environs.

- (2) **Housing:** Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth. Ensure that housing in general — and in particular affordable, senior citizen, special needs and family housing — is developed with maximum access to a full range of commercial, educational, recreational, health and transportation services and facilities in Centers. Focus multi-family and higher density single-family housing in Centers. Any housing in the Environs should be planned and located to maintain or enhance the character of the Environs.
- (3) **Economic Development:** Guide opportunities for economic development into Centers. In the Environs, locate resource-based economic development activities, such as resource extraction, recreation and agriculture; as well as activities which meet a regional need and cannot meet acceptable performance standards for Centers.
- (4) **Transportation:** Maintain and enhance a rural transportation system that links Centers to each other and to the Metropolitan and Suburban Planning Areas, encouraging alternatives to the single-occupancy vehicle whenever feasible. In Centers, emphasize the use of public transportation systems and other alternatives to private cars where appropriate and feasible, and maximize circulation and mobility options. Preserve and stabilize general aviation airports and, where appropriate, encourage community economic development and promote multi-level uses for airport property such as business centers.
- (5) **Natural Resource Conservation:** Strategically acquire open space to define Centers and to maintain contiguous open space corridors that link to other Planning Areas and Centers.
- (6) **Agriculture:** Guide development to ensure the viability of agriculture and the retention of productive farmland in strategically located agricultural areas and in other adjacent Planning Areas. Encourage farmland retention and minimize conflicts between agricultural practices and the location of Centers. Actively promote more intensive, new-crop agricultural enterprises and meet the needs of agricultural industry for intensive packaging, processing, adding value operations, marketing, exporting and other shipping through development and redevelopment.
- (7) **Recreation:** Provide maximum active and passive recreational opportunities and facilities at neighborhood and local levels by targeting the acquisition and development of neighborhood and municipal parkland within Centers. Provide regional recreation opportunities by targeting parkland acquisitions and improvements that enhance large contiguous open space systems.
- (8) **Redevelopment:** Encourage redevelopment in existing Centers and single-use areas that have the potential to become Centers, to accommodate growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a

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broad range of uses, efficient use of infrastructure, and physical design features that enhance public safety, encourage pedestrian activity and reduce dependency on the automobile.

- (9) **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Outside Centers, coordinate historic preservation needs with open space and farmland preservation efforts. Coordinate historic preservation with tourism efforts.
- (10) **Public Facilities and Services:** Phase and program the extension of public services, particularly wastewater systems, to support development and redevelopment in existing and new Centers, primarily in cooperation with the private sector, while minimizing conflicts between Centers and the surrounding Environs.
- (11) **Intergovernmental Coordination:** Coordinate efforts of various State agencies, county and municipal governments to establish regional approaches to the planning and provision of facilities and services. Create public/public and public/private partnerships to locate, facilitate, coordinate and implement new development and redevelopment in Centers.

Implementation Strategy

The Challenge

The Fringe Planning Area should be managed in a way that recognizes the interrelationship of existing Centers, new Centers and the Environs. It requires an proactive program of land use management to channel growth into Centers in ways that protect the Environs.

It also requires municipal planners to work in concert with county, regional and State agencies. Planning at the municipal level places greater demands on local officials to have a broader vision of their community's needs. They must recognize the context of the region by acknowledging that other governmental entities may maintain, control and deliver important infrastructure and resources.

Finally, an important issue is the acknowledgment that the Fringe Planning Area, in most cases, will cover only part of a municipality. Most municipalities will be faced with meeting the Policy Objectives of one or more Planning Areas along with those of the Fringe Planning Area. Therefore, a municipality could be confronted with meeting diverse objectives. Management actions and planning techniques will need to be selected to complement one another.

The Response —

To achieve consistency with State Plan goals, local, county, regional and state agencies should undertake the following activities:

- ☒ A visioning process that achieves consensus on the scale, location and form of future growth and redevelopment in ways that keep the Environs primarily as open lands while channeling growth to existing and new Centers.

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- ☒ A density transfer system should be designed and offered to property owners.
- ☒ A targeted open space and /or farmland preservation program in cooperation with the county and/or county agricultural development board and the SADC and/ or Green Acres should be considered.
- ☒ A special effort to facilitate the development of wastewater treatment systems in Centers.
- ☒ A capacity analysis to insure that Centers can accommodate density transfers.
- ☒ A phased approach for capital improvements through the development of appropriate ordinances linking growth with adequate infrastructure capacity.
- ☒ A coordinated strategy with the county, the metropolitan planning agency and the State to guarantee that the Infrastructure decisions for the area meet the Policy Objectives.
- ☒ The development of a process to facilitate the participation of landowners and developers to plan and locate development in ways that meet the Policy Objectives.
- ☒ Support needed improvements for downtown business communities by establishing “Special Improvement Districts” in Centers. Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws.

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4. Rural Planning Area (PA4)

General Description

The Rural Planning Area — including its subarea, the Rural/Environmentally Sensitive Planning Area — comprises much of the countryside of New Jersey, where large masses of cultivated or open land surround rural Regional, Town, Village and Hamlet Centers, and distinguish other sparse residential, commercial and industrial sites from typical suburban development. Four major regions of the State where the Rural Planning Area can be found include portions of: Sussex and Warren Counties; Hunterdon, Northern Mercer and Southern Somerset Counties; Eastern Burlington and Western Monmouth Counties; and Southern Gloucester, Salem and Northwestern Cumberland Counties.

As an example, municipalities in the Rural Planning Area include Sussex Borough and Wantage Township in Sussex County; Chesterfield, Mansfield and Springfield Townships in Burlington County; and Shiloh Borough and Stowe Creek, Hopewell and Greenwich Townships in Cumberland County. Designated Centers include Andover Borough (Sussex County), Hopewell Borough (Mercer County), New Egypt (Plumsted Township, Ocean County) and Woodstown (Salem County).

While there may be some disagreement about what is “rural” in this heavily urbanized State, it is clear that the large contiguous areas of farmland and other open lands interspersed by traditional Centers and carefully planned new Centers provide a quality of life that many New Jerseyans desire. These areas, along with the Environmentally Sensitive Planning Area, serve as the greensward for the larger region and are not currently nor are they intended to be urban or suburban in nature.

The Rural Planning Area and the Rural/ Environmentally Sensitive Planning Area Contain approximately:

- 1 million acres;
- 22% of total New Jersey land area;
- 152,700 acres currently developed;
- 420,000 acres in active agricultural production;
- 275,000 acres in forest; and
- most of the permanently preserved farmland in New Jersey.

Source: NJ OSP, 1999.

Some lands may have one or more environmentally sensitive features (qualifying for PA 4B: Rural/Environmentally Sensitive). Rural and Environmentally Sensitive/Rural Planning Areas are supportive of agriculture and other related economic development efforts that ensure a diversity within New Jersey.

The open lands of the Rural Planning Area include most of New Jersey’s prime farmland, which has the greatest potential of sustaining continued agricultural activities in the future. They also include wooded tracts, lands with one or more environmentally sensitive features, and rural towns and villages.

In the major farming regions of New Jersey, adequate water resources and large, contiguous tracts of land with minimal land use conflicts are essential to sustaining successful farming operations and farmland productivity. Acceptable agricultural management practices are utilized to protect prime, fertile soils, water and other natural resources. More intensive farming

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operations and the growing encroachment of housing into what were once considered the domain of crops and livestock have produced the need for “right-to-farm” and other agriculturally-supportive ordinances necessary to ensure a future for the agricultural industry. Other tools that provide incentives to farmers to maintain and expand their operations are also needed.

Prudent land development practices are required to protect these resources and retain large contiguous areas of agricultural land. If a viable agricultural industry is to be sustained in the future, the conversion of some of these lands to non-farm uses must be sensitive to the area’s predominant rural character and agricultural land base. Throughout New Jersey, some Rural Planning Areas are subject to greater development pressure than other areas. Without a greater attention to maintaining and enhancing our rural areas, these economic activities are at risk. Tools and techniques need to be tailored to address the distinctive situation. In particular, new development may require additional attention in areas with environmentally sensitive features.

The Rural Planning Area also includes economic activities such as resource extraction, hunting and fishing, support and service businesses, and scattered commercial, industrial and low-density residential uses. These activities continue to provide important services to area residents and workers. The recreation and tourism sector, a growing portion of New Jersey’s economy, is heavily dependent on careful management of these lands and the services rural towns and villages can provide for visitors. A number of municipalities in rural areas are high on the list of New Jersey’s distressed communities and look for land uses that contribute jobs and revenue to their economies. “Main Street” businesses in our traditional downtowns, in the face of increasing competition, continue to provide important services to area residents and workers. Without a greater attention to maintaining and enhancing our rural areas, these economic activities are at risk.

But the Rural Planning Area is more than just farmland. People have consistently chosen to live or work in these rural areas not just because of the beauty of farmland and other open lands, but also the community character of the existing Centers where development is compact, rural and often historic. The Cores of these Centers have and may still provide local or regional opportunities for employment, shopping and other personal services. Neighborhoods in the Centers provide opportunities for reasonably-priced housing and social interaction. Public infrastructure that supports development is often found in these Centers, as are public and private facilities and services that make these places so desirable. Public transportation services may connect these Centers to others throughout New Jersey, while roads, bridges and rails are designed to move people and goods in a manner that respects the rural and often historic character of the area. Many rural Centers are surrounded by greenbelts that are cultivated or maintained in a natural state.

With increasing development pressure, the lifestyle and environment that many have known for years in Rural Planning Areas are threatened. The costs associated with new development and the provision of infrastructure and services are borne by both new and existing residents and businesses. National and local studies indicate that preserved farmland requires less public dollars to service than developed lands. Other studies support the demand for rural tourism

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opportunities by suburban or urban residents. Fiscal responsibility mandates that serious attention be paid to planning the future of these rural areas.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Rural Planning Area. Land satisfying the delineation criteria listed below that also meets the delineation criteria for the Environmentally Sensitive Planning Area is designated as Planning Area 4B: Rural/Environmentally Sensitive Planning Area. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

- (1) Population density of less than 1,000 people per square mile; and
- (2) Area greater than one square mile; and
- (3) Land currently in agricultural or natural resource production or having a strong potential for production:
 - a. Soils of local importance as determined by the County Agriculture Development Board; or
 - b. Prime and unique soils as determined by the USDA Natural Resources Conservation Service; or
 - c. Soils of statewide importance as determined by the N.J.D.A. State Soil Conservation Committee; and
- (4) Undeveloped wooded tracts, vacant lands, and large, contiguous tracts of agricultural lands, and other areas outside Centers predominantly served by rural two-lane roads and individual wells and septic systems; and
- (5) Programmed sewer and public water services are confined to Centers.

Intent

In the Rural Planning Area, the State Plan's intention is to:

- Maintain the Environs as large contiguous areas of farmland and other lands;
- Accommodate growth in Centers; and
- Protect the existing character of stable communities.

The State Plan recommends protecting the rural character of the area by encouraging a pattern of development that promotes a stronger rural economy in the future while meeting the immediate needs of rural residents, and by identifying and preserving farmland and other open lands. The Plan also promotes policies that can protect and enhance the rural economy and agricultural industry, thereby maintaining a rural environment.

To accommodate an appropriate level of growth, Rural Planning Areas need strong Centers. These Centers should attract private investment that otherwise might not occur. Second, the Plan recognizes the growing need to retain, expand or locate certain farm services and businesses (e.g., farm suppliers, processors and marketing services) in Rural Planning Areas to

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promote a viable agricultural industry in New Jersey. The Plan encourages and promotes their concentration within Centers supported by the necessary infrastructure and investment. Accordingly, the Plan recommends strengthening the economic capacities of existing Centers and strategically locating new Centers to minimize the negative impacts of growth on present and future farming operations. Such a pattern of development will strengthen non-farm economies at the same time that it assures maintenance of a strong, viable agricultural industry. These policies also recognize that farm families and workers have become increasingly reliant on off-the-farm income.

Encouraging appropriate patterns of development in rural areas would be considerably enhanced by a number of planning and equity mitigation tools. (See Implementation Section and Glossary.) Such tools include clustering, capacity-based planning, development phasing, privately coordinated multi-tract development, sliding-scale zoning, density transfer programs, public land banking, purchase of development rights programs, use assessment and “right-to-farm” laws. Such planning tools help to encourage land use patterns that ensure appropriate development and economic growth, while maintaining ongoing agricultural operations, land values and the rural character of these areas.

The Rural Planning Area in New Jersey contributes substantially to the State’s quality of life and will play an increasing role in its economic growth. New Jersey’s rural areas should contain both strong economic Centers and an ambiance and character that make living and working in Rural Planning Areas attractive. Centers and their Environs should complement each other.

New development in the Rural Planning Area should be encouraged in well-defined Centers located and designed to achieve the area’s Policy Objectives. Development should be guided to Centers with capacity to absorb growth in cost effective ways that minimize impacts on rural features. Public water, wastewater, and other capital-intensive infrastructure should be provided only in Centers. Private sector investment should provide the infrastructure for new Centers, except where public/private partnerships in Centers would benefit the public interest.

The Environs should be protected from the impacts of Center development and should be maintained as open land, either in cultivation or a natural state. Greenbelts and other conservation techniques are recommended to serve as buffers between or to mark the edge of Centers, which are delineated by Community Development Boundaries. Rural Centers should serve as receiving areas for Density Transfers. Existing and new Centers should absorb the growth otherwise projected for the Environs.

The Plan also seeks to protect the environmentally sensitive features that will maintain the character of the State’s rural areas. To accomplish this objective, the Rural Planning Area includes a sub-area for Rural/Environmentally Sensitive lands. This sub-area identifies productive farmland that also contains valuable ecosystems or wildlife habitats. Any development planned in the Rural/Environmentally Sensitive Area should respect the natural resources and environmentally sensitive features of the area.

Centers and Environs in Rural Planning Areas should follow the Policy Objectives presented in this section. However, new development in Rural/Environmentally Sensitive Planning Areas

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should follow the Policy Objectives presented in the next section for Environmentally Sensitive Planning Areas.

Policy Objectives

The following Policy Objectives should be used to guide the application of the State Plan's Statewide Policies in the Rural Planning Area, the criteria for designation of existing or new Centers, the policies for delineating Community Development Boundaries around Centers, and local and State agency planning.

- (1) **Land Use:** Enhance economic and agricultural viability and rural character by guiding development and redevelopment into Centers with Community Development Boundaries. In the Environs, maintain and enhance agricultural uses, and preserve agricultural and other lands to form large contiguous areas and greenbelts around Centers. Ensure that the location, pattern and intensity of any development in the Environs maintains existing low-density development patterns and complement the area's character and landscape. Development should use creative land use and design techniques to ensure that it does not conflict with agricultural operations, does not exceed the capacity of natural and built systems and protects areas where public investments in farmland preservation have been made. Development in the Environs should maintain or enhance the character of the area.
- (2) **Housing:** Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth, recognizing the special locational needs of agricultural employees and minimizing conflicts with agricultural operations. Ensure that housing in general — and in particular affordable, senior citizen, special needs and family housing — is developed with maximum access to a full range of commercial, educational, recreational, health and transportation services and facilities in Centers. Focus multi-family and higher density single-family housing in Centers. Any housing in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on agricultural resources.
- (3) **Economic Development:** Promote economic activities within Centers that complement and support the rural and agricultural communities and that provide diversity in the rural economy and opportunities for off-farm income and employment. Where appropriate, encourage tourism related to agriculture and the environment, as well as the historic and rural character of the area. Any economic development in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on agricultural resources.
- (4) **Transportation:** Maintain and enhance a rural transportation system that links Centers to each other and to the Metropolitan and Suburban Planning Areas. Provide appropriate access of agricultural products to markets, accommodating the size and weight of modern agricultural equipment. In Centers, emphasize the use of public transportation systems and alternatives to private cars where appropriate and feasible,

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- and maximize circulation and mobility options throughout. Support the preservation of general aviation airports as integral parts of the State's rural transportation system.
- (5) **Natural Resource Conservation:** Minimize potential conflicts between development, agricultural practices and sensitive environmental resources, and promote agricultural management practices and other agricultural techniques (such as contour planting) to protect soil and water resources. Protect and preserve large, contiguous tracts and corridors of recreation, forest or other open space land that protect natural systems and natural resources.
 - (6) **Agriculture and Farmland Preservation:** Give priority to the Rural Planning Area for farmland preservation funding to preserve lands around Centers and maintain and enhance large contiguous areas of farmland and open space.
 - (7) **Recreation:** Provide maximum active and passive recreational and tourism opportunities at the neighborhood and local levels by targeting the acquisition and development of neighborhood and municipal parkland within Centers. Provide regional recreation and tourism opportunities by targeting parkland acquisitions and improvements that enhance large contiguous open space systems and by facilitating alternative recreational and tourism uses of farmland.
 - (8) **Redevelopment:** Encourage redevelopment in existing Centers and single-use areas that have the potential to become Centers, to accommodate growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a broad range of uses, efficient use of infrastructure, and design that enhance public safety, encourage pedestrian activity, reduce dependency on the automobile and maintain the rural character of Centers.
 - (9) **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Outside Centers, coordinate historic preservation needs with farmland preservation efforts. Coordinate historic preservation with tourism efforts.
 - (10) **Public Facilities and Services:** Phase and program the extension or establishment of public facilities and services, particularly wastewater systems, to establish adequate levels of capital facilities and services to support Centers; to protect large contiguous areas of productive farmlands and other open spaces; to protect public investments in farmland preservation programs; and to minimize conflicts between Centers and surrounding farms. Encourage private investments and facilitate public/private partnerships to provide adequate facilities and services, particularly wastewater systems, in Centers. Make community wastewater treatment a feasible and cost-effective alternative.
 - (11) **Intergovernmental Coordination:** Coordinate efforts of various State agencies, county and municipal governments to ensure that State and local policies and programs support rural economic development, agriculture, and the rural character of the area by

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examining the effects of financial institution lending, government regulation, taxation and other governmental policies and programs.

Implementation Strategy

The Challenge ^{3/4}

Maintaining and enhancing the rural character of Planning Area 4 will require considerable attention by all levels of government, as well as the private and non-profit sectors. With significant market pressures, the Rural Planning Area is often viewed as prime real estate for new development. However, in some traditional rural Centers where development once located, there is evidence of disinvestment: diminishing funds for capital improvements, local businesses moving out of the downtown area or closing, or new development that is incompatible with the surrounding environment. Even in the greenfield areas, limited infrastructure capacity is quickly used up by poorly planned development, leading to additional problems of congestion, pollution and rising taxes. New development continues to be suburban, auto-oriented and antithetical to the form and function of the rural areas in which it is located. Landowners and the public have long known that if we do not sensitively accommodate growth in Centers, retrofit areas of sprawl into viable Centers, and protect the Environs, we will lose our rural areas forever.

Planning initiatives throughout the Rural Planning Area over the last few decades, however, have not always promoted the rural character. Master plans with goals to preserve agriculture or maintain a rural community may have policies that encourage the provision or extension of sewers, water lines or roads that induce sprawl. Regulations and capital improvement programs can also create more problems if not consistent with comprehensive master plans. Even techniques like larger lot zoning (e.g., 1, 2, 3 or 5 acres per unit) and lot size averaging, while beneficial in some aspects, have the effect of destroying the large contiguous areas of farmland and habitat that are so vital to the sustainability of rural areas and may consume land at a faster rate.

The planning challenge is to rethink how we accommodate growth in rural areas and what tools we need on all levels of government and in the private and non-profit sectors to achieve a common vision. New initiatives may include capacity and build-out analyses and broad-based visioning processes that create master plans, development regulations and capital budgets. It is also important to consider a variety of tools and strategies based on a number of factors, including development pressure, the nature and profitability of farming, and fiscal considerations. Because rural areas are found in many parts of New Jersey, there may be different solutions tailored for different municipalities.

Historic towns, villages and hamlets in Rural Planning Areas warrant special attention. Capital improvements (e.g., water, sewer, road, public buildings, etc.) for existing and potential development need to occur in a manner that enhances rather than ignores or destroys the rural or historic nature of these Centers. Typical municipal ordinances requiring 1-3 acre lots, large setbacks, and uniformity and separation of uses are contrary to the small lots and mixed use developments of these existing places. Also, new development surrounding these Centers negatively impacts them by increasing traffic through the historic areas and introducing new

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development that is incompatible in design and scale. Some municipalities shared these concerns during Cross-Acceptance; however, it continues to be a problem and needs to be addressed through new and creative planning and design guidelines. In addition, State and county regulations and infrastructure investments must be sensitive to local desires, the need for tourism and facilities to serve the agricultural industry, and the rural character.

In areas where development over the last forty years has followed market forces and infrastructure investments along highways, the challenge is to expand opportunities for economic development, jobs and housing, while maintaining the capacities of natural and man-made infrastructure. Strip malls and other single-use areas that are or may become economically, architecturally or functionally obsolete should be retrofitted into Centers that enhance the rural character. Single story developments surrounded by parking lots could be redeveloped into multi-level buildings containing shops, housing units and offices, mirroring the traditional downtowns that attract people to rural areas. Using technology to accommodate and anticipate demographic trends and market forces, these places become prime opportunities for new housing, jobs and entertainment for the young, elderly, less affluent, and others often left out of conventional subdivisions. Just as the regional malls of the eighties became the magnet for people and jobs, so these places could become attractions for rural residents and visitors in the next century.

Where development cannot be accommodated in existing Centers or retrofitted single use areas, new Centers should be planned for and developed in a manner compatible with the rural character of the area. Wastewater and potable water should be planned to serve these Centers. Development should follow established guidelines, and be compatible with the rural character of the area. These Centers should absorb the growth that would otherwise sprawl into the countryside, through clustering, density transfers and other tools. Wherever possible, a greenbelt should be established around Centers. Greenways should connect these greenbelts and other open lands. Any development in the Environs should follow carefully developed guidelines established in plans and regulations that conform to the capacities of natural systems, using techniques such as open space ratios, models of soil capacity, including nitrate dilution, availability of on-site potable water supplies from a sustainable yield source, performance levels for rural roads, sliding scale zoning, etc.

Another challenge is the maintenance of large contiguous areas and support services for farming. Significant adaptations in the agricultural industry over the last few years (e.g., better marketing, greater intensification and diversity of uses, agricultural management practices, etc.) will be lost if New Jersey does not preserve sufficient land for the industry. Land is the most important infrastructure item for both agriculture and the rural character of a community. Land not farmed may quickly revert to brush and forest, compromising the pastoral landscape character valued by so many. Other infrastructure needs include access to water, processing facilities, machinery and markets — all of which may be in competition with new development. And, land-intensive operations may also have residual impacts found to be undesired by residential neighbors. More effective implementation of the State Plan will require a greater sensitivity to the unique needs and circumstances of the agricultural industry by all levels of government, non-agricultural businesses and the public. In addition, it will require the tools and techniques listed in the State

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Plan as well as others in practice throughout the country to ensure that all affected — be they farmers, landowners, neighbors, businesses, taxpayers, etc. — share equitably in the burdens and benefits.

The planning process has enabled the creation of new partnerships among government, academia and the agricultural industry, as well as other business and non-profit entities to advance agriculture's well-being, to conserve our farmlands and provide an array of environmental amenities to New Jersey. The continuing challenge is to foster these partnerships and promote results that meet the expectations of all residents.

The Response —

To achieve consistency with State Plan goals, local, county, regional and state agencies should undertake the following activities:

- ☑ Strengthen master plans to maintain and enhance the rural area by using capacity and build-out analyses, and a comprehensive, citizen-based “visioning” process to create or update various elements, including those related to land use, housing, circulation, utility, economic development and conservation. Make sure these plans and subsequent regulations and investments accommodate growth in Centers while identifying and protecting large contiguous areas of farmland and other open space, including greenbelts around Centers.
- ☑ Promote collaborative efforts through new public or public/private partnerships (e.g., by establishing an Agricultural Advisory Committee to the governing body and planning board; by forming a “Centers Task Force,” by organizing a Regional Open Space or “Greenbelt” Committee or Land Trust, etc.).
- ☑ Incorporate a rural Center-based development plan into the local master plan and related ordinances.
- ☑ Identify opportunities to accommodate growth and development in Centers through provision of infrastructure, particularly small-scale, on-site wastewater systems.
- ☑ Adopt local ordinances promoting clustering of development between contiguous or non-contiguous parcels, the phasing of infrastructure, sliding-scale zoning, the provision of affordable housing in Centers, the creation of higher density housing and commercial development in Center cores to support transit, development compacts, rural redevelopment, rural access plans that only permit access to arterial roads from public streets, and scenic buffer or easement ordinances.
- ☑ Utilize investment tools, such as: a long-term capital improvement program; density transfer strategies including TDR where appropriate; public land banking to acquire sites for future growth and density transfers; acquisition of targeted farmland and other open spaces; agricultural enterprise districts, use assessment and inheritance and transfer tax relief; purchase of development rights programs; permanent and stable source of funding for land and capital assets on the municipal, county and State levels; privately coordinated multi-tract development; development rights bank; equity insurance program; impact fees; rehabilitation or revitalization grants or loans; special improvement district; community wastewater utility

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and pre-approved designs for localized stand alone wastewater treatment systems to bring down the cost and ensure a limited number of new hookups compatible with maintaining the rural character; and expanded, reactivated or new public transportation systems within and between Centers.

- ☑ Encourage efforts to maintain a hospitable business environment rural economic activities such as agricultural production, tourism, recreation, resource extraction and “main street” businesses. These efforts may include public/private partnerships, incentive and marketing programs, access to new markets, skills training and finance capital.
- ☑ Support needed improvements for downtown business communities by establishing “Special Improvement Districts” in Centers. Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws.

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ENVIRONMENTALLY SENSITIVE PLANNING AREA

5. Environmentally Sensitive Planning Area (PA5)

General Description

The Environmentally Sensitive Planning Area covers more than one million acres throughout New Jersey and contains large contiguous land areas with valuable ecosystems, geological features and wildlife habitats particularly in the Delaware Bay and other estuary areas, the Highlands region, and coastal area. The future environmental and economic integrity of the state rests in the protection of these irreplaceable resources. Some of these lands have remained somewhat undeveloped or rural in character. Other areas, particularly New Jersey's coastal barrier islands, have experienced advanced levels of development, but remain highly vulnerable to natural forces. Environmentally Sensitive Planning Areas are characterized by watersheds of pristine waters, trout streams and drinking water supply reservoirs; recharge areas for potable water aquifers; habitats of endangered and threatened plant and animal species; coastal and freshwater wetlands; prime forested areas; scenic vistas; and other significant topographical, geological or ecological features, particularly coastal barrier spits and islands. These resources are critically important not only for the residents of these areas, but for all New Jersey citizens.

Existing Centers within the Environmentally Sensitive Planning Area have been, and often remain, the focus of residential and commercial growth and public facilities and services for their region, as well as supporting the recreation and tourism industries. The wide diversity of natural and built systems has resulted in small rural Towns such as High Bridge, Ogdensburg and Hopatcong, and Villages such as Cape May Point, Far Hills, Bedminster, Mauricetown, Fortescue, Fairton, Leesburg, Stone Harbor, Seaside Heights and Surf City. Environmentally Sensitive Planning Areas also have Regional Centers including Newton in the northwest and Wildwood on a barrier island. These Centers generally are linked to each other by rural roads and separated from other development by open spaces or linked to the mainland by state highways crossing coastal wetlands and waterways. Centers on the barrier islands are almost all sewered whereas Centers in other environmentally sensitive areas are often not sewered. Thus, the State has a major investment in infrastructure on the barrier islands. Recreational facilities often have associated residential or commercial development. Mining, forestry and other resource-based industrial development also is found in these areas.

The Environmentally Sensitive Planning Area is highly vulnerable to damage of many sorts from new development in the Environs, including fragmentation of landscapes, degradation of aquifers and potable water, habitat destruction, extinction of plant and animal species and destruction of

Environmentally Sensitive Planning Area

<i>Developed Land</i>	<i>160,428 acres</i>
<i>Available Land</i>	<i>343,796 acres</i>
<i>Other Land</i>	<i>495,816 acres</i>
<i>Total</i>	<i>1,000,040 acres</i>

<i>Developed</i>	<i>160,428 acres</i>
<i>Agriculture</i>	<i>54,930 acres</i>
<i>Forest</i>	<i>370,538 acres</i>
<i>Water</i>	<i>38,230 acres</i>
<i>Wetlands</i>	<i>356,275 acres</i>
<i>Barren Land</i>	<i>10,250 acres</i>

Source: NJ OSP, 1999.

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other irreplaceable resources which are vital for the preservation of the ecological integrity of New Jersey's natural resources. Perhaps most important, because the Environs in Environmentally Sensitive Planning Areas (and Rural/Environmentally Sensitive Planning Areas) are by definition more sensitive to disturbance than the Environs in other Planning Areas, new development in these Environs has the potential to destroy the very characteristics that define the area.

Delineation Criteria

The following criteria are intended as a general guide for delineating the Environmentally Sensitive Planning Area. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of this Planning Area.

- (1) Population density of less than 1,000 people per square mile; and
- (2) Land area greater than 1 square mile; and
- (3) One or more of the following features outside Centers:
 - (a) trout production waters and trout maintenance waters and their watersheds;
 - (b) pristine non-tidal Category I waters and their watersheds upstream of the lowest Category I stream segment;
 - (c) watersheds of existing or planned potable water supply sources;
 - (d) prime aquifer recharge areas of potable water supply sources and carbonate formations associated with recharge areas or aquifers;
 - (e) habitats of populations of endangered or threatened plant or animal species;
 - (f) coastal wetlands;
 - (g) contiguous freshwater wetlands systems;
 - (h) significant natural features or landscapes such as beaches, coastal spits, barrier islands, critical slope areas, ridge lines, gorges and ravines, and important geological features (including those associated with karst topography) or unique ecosystems;
 - (i) prime forested areas, including mature stands of native species;
- (4) *Programmed sewer and public water services are confined to Centers.*

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ENVIRONMENTALLY SENSITIVE PLANNING AREA

Intent

In the Environmentally Sensitive Planning Area, the State Plan's intention is to:

- Protect environmental resources, through the protection of large contiguous areas of land;
- Accommodate growth in Centers; and
- Protect the existing character of stable communities.

The State Plan provides for the protection of critical natural resources and for the maintenance of the balance of between ecological systems and beneficial growth. The ecological systems of the Environmentally Sensitive Planning Area should be protected by carefully linking the location, character and magnitude of development to the capacity of the natural and built environment to support new growth and development on a long-term, sustainable resource basis. Large contiguous areas of undisturbed habitat should be maintained to protect sensitive natural resources and systems. Any new development that takes place in the Environmentally Sensitive Planning Area should capitalize on the inherent efficiencies of compact development patterns found in existing Centers.

New development should be guided into Centers to preserve open space, farmland and natural resources and to preserve or improve community character, increase opportunities for reasonably priced housing and strengthen beneficial economic development opportunities. Directing development from the Environs to the Centers will ensure that the Environs remain in low-density, recreational, cultural or resource-extraction uses or left undisturbed. The appropriate provision and scaling of public facilities and services should maintain the integrity and function of the ecological systems in this area. Strategic planning and investing also can accommodate beneficial development in Centers, both efficiently and equitably.

New development in the Environmentally Sensitive Planning Area should be consistent with Statewide Policies and should be in Centers. Centers should absorb the growth otherwise projected for the Environs. Development should be guided to Centers with capacity to absorb growth in cost effective ways that minimize impacts on environmentally sensitive features. Sewers should be provided only in Centers, and private sector investment should provide this infrastructure for new Centers, except where a public/private partnership would benefit the public interest. The Environs should be protected from the effects of Center development and should be maintained as open land. Centers should serve as receiving areas for Density Transfers.

Policy Objectives

The following Policy Objectives should be used to guide the application of Statewide Policies in the Environmentally Sensitive Planning Area, the criteria for designation of existing or new Centers, the policies for delineating Community Development Boundaries around Centers, and local and State agency planning.

- (1) **Land Use:** Protect natural systems and environmentally sensitive features by guiding development into Centers and establishing Community Development Boundaries and buffers and greenbelts around these boundaries. Maintain open space networks, critical

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ENVIRONMENTALLY SENSITIVE PLANNING AREA

- habitat and large contiguous tracts of land in the Environs by appropriate scaling of public facilities and services, and a variety of land use techniques. Development should use creative land use and design techniques to ensure that it does not exceed the capacity of natural systems and existing infrastructure and protects areas where public investments in open land preservation have been made. Development in the Environs should maintain and enhance the natural resources and character of the area.
- (2) **Housing:** Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth. Ensure that housing in general — and in particular affordable, senior citizen, special needs and family housing — is developed with access to a range of commercial, cultural, educational, recreational, health and transportation services and facilities. Focus multi-family and higher density single-family housing in Centers. Any housing in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on environmental resources.
 - (3) **Economic Development:** Support appropriate recreational and natural resource-based activities in the Environs and locate economic development opportunities that are responsive to the needs of the surrounding region and the travel and tourism industry in Centers. Any economic development in the Environs should be planned and located to maintain or enhance the cultural and scenic qualities and with minimum impacts on environmental resources.
 - (4) **Transportation:** Maintain and enhance a transportation system that protects the Environs from scattered and piecemeal development and links Centers to each other within and between Planning Areas. Encourage alternatives to the single-occupancy vehicle whenever feasible. Accommodate the seasonal demands of travel and tourism that support recreational and natural resource-based activities. In Centers emphasize the use of public transportation systems and alternatives to private cars where appropriate and feasible and maximize circulation and mobility options throughout.
 - (5) **Natural Resource Conservation:** Protect and preserve large, contiguous tracts and corridors of recreation, forest or other open space land that protects natural systems and sensitive natural resources, including endangered species, ground and surface water resources, wetland systems, natural landscapes of exceptional value, critical slopes areas, and other significant environmentally sensitive features.
 - (6) **Agriculture:** Encourage farmland retention and agricultural practices that prevent or minimize conflicts with sensitive environmental resources.
 - (7) **Recreation:** Provide maximum active and passive recreational and tourism opportunities at the neighborhood and local levels by targeting the acquisitions and development of neighborhood and municipal parkland within Centers. Provide regional recreation and tourism opportunities by targeting parkland acquisitions and improvements that enhance large contiguous open space systems. Ensure meaningful access to public lands.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

ENVIRONMENTALLY SENSITIVE PLANNING AREA

- (8) **Redevelopment:** Encourage redevelopment in existing Centers to support growth that would otherwise occur in the Environs. Redevelop with intensities sufficient to support transit, a range of uses broad enough to encourage activity beyond the traditional workday, efficient use of Infrastructure, and physical design features that enhance public safety, encourage pedestrian activity and reduce dependency on the automobile to attract growth otherwise planned for the Environs.
- (9) **Historic Preservation:** Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the ability for a Center to develop or redevelop. Outside Centers, coordinate historic preservation needs with open space preservation efforts. Coordinate historic preservation with tourism efforts.
- (10) **Public Facilities and Services:** Phase and program the extension or establishment of public facilities and services, particularly wastewater systems, to establish adequate levels of capital facilities and services to support Centers; to protect large contiguous areas of environmentally sensitive features and other open spaces; to protect public investments in open space preservation programs; and to minimize conflicts between Centers and the Environs. Encourage private investments and facilitate public/private partnerships to provide adequate facilities and services, particularly wastewater systems, in Centers. Make community wastewater treatment a feasible and cost-effective alternative.
- (11) **Intergovernmental Coordination:** Coordinate efforts of State agencies, county and municipal governments to ensure that State and local policies and programs support environmental protection by examining the effects of financial institution lending practices, government regulation, taxation and other governmental policies and programs.

Implementation Strategy

The Challenge —

The Environmentally Sensitive Planning Area must be managed so that critical and irreplaceable natural resources, which support growth in other parts of New Jersey, are protected. Public policy in the Environmentally Sensitive Planning Area must recognize and promote the protection of natural systems that support beneficial economic growth in Centers. The State Plan acknowledges that growth and economic development will occur in environmentally sensitive areas. Its policies state that growth be guided into well-planned Centers with appropriately-scaled public facilities and services. These Centers should serve as the focus and location for affordable housing and economic development. It is imperative that local, county and state governments reach consensus on environmental factors and critical areas that must be protected and preserved. When all levels of government agree on those environmental factors that must be protected, they can develop, amend and implement plans to achieve that balance between preservation and growth. The challenge in coastal municipalities is to safeguard those resources such as wetlands, bays and dunes that make the shore so appealing to visitors and

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

ENVIRONMENTALLY SENSITIVE PLANNING AREA

residents alike. In the Highlands, communities and regions must protect the integrity of contiguous forested areas and scenic natural landscapes and features in equitable ways. And so for other environmentally sensitive areas of the State, each political unit must determine how they want to relate to natural systems that reach far beyond their boundaries as well as how to protect specific features within their developed areas.

Having agreed on the resources, sites and systems that it is critical to preserve, it is up to each community and region to determine exactly how to accommodate growth while preserving those features. Guiding growth to Centers will ensure that the Environs remain in low density uses and be compatible with recreation and resource-based uses. Centers can be carefully planned for appropriate scale and magnitude of public facilities and services and to protect special features or parts of larger regional systems within their boundaries. For instance, the City of Avalon has an aggressive dune maintenance and restoration program within their boundaries. Stafford Township, also along the coast, has implemented an innovative storm water management system that protects Barnegat Bay and the Cohansey Aquifer. Clinton in Hunterdon County has an ordinance to protect areas of carbonate and several municipalities are considering passing ordinances to help them implement the principles of watershed-based management within their boundaries.

Outside of Centers, large contiguous tracts of land should be linked to each other to provide buffers and greenbelts and protection for critical habitats. By promoting and supporting strong Centers, the State Plan can help maintain and protect natural systems and resources in the Environs.

The Response —

To achieve consistency with State Plan goals, local, county, regional and state agencies should undertake the following activities:

- ☒ Prepare and maintain Environmental Resource Inventories (ERI).
- ☒ Incorporate ERI information into Master Plans.
- ☒ Map and protect Critical Environmental Sites wherever Center development or redevelopment may impact valued natural features.
- ☒ Integrate land use tools and techniques that will protect land and habitat.
- ☒ Identify strategies for linking Centers with the region and accommodating seasonal travel and tourism demands.
- ☒ Coordinate permitting and land use approval requirements that encourage development and investment in Centers.
- ☒ Identify strategies to protect natural systems and their functions.
- ☒ Identify strategies to enhance tourism and recreation-based activities.
- ☒ Identify opportunities to assemble and connect Open Space networks and large contiguous areas of undisturbed habitat.
- ☒ Insure that areas critical to water supply and quality are protected.

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- ☒ Identify opportunities to accommodate growth and development in Centers through provision of infrastructure, particularly wastewater systems in Centers.
- ☒ Recognize and facilitate the participation of the private sector in achieving the objectives of the State Plan in the Environmentally Sensitive Planning Area.
- ☒ Support needed improvements for downtown business communities by establishing “Special Improvement Districts” in Centers. Capitalize on the opportunities for redevelopment in Centers afforded by redevelopment laws.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE
ENVIRONMENTALLY SENSITIVE/BARRIER ISLANDS PLANNING AREA

5B. Environmentally Sensitive/Barrier Islands Planning Area (PA5B)

General Description

Barrier islands and spits are coastal landforms caused by the periodic deposition and movement of sediment by ocean currents and wind. During storms they function as the mainland's "barriers," a first line of natural defense, protecting offshore communities and sensitive bay habitats from the destructive forces of coastal storms. They have played a large part in the unfolding of the State's maritime history as well as being the focus of recreation and tourism for generations.

For discussion and planning purposes, the State Plan classifies these geologic features as Barrier Islands since they share many common elements, most notable of which are a separation from the mainland by water and an infrastructure connection to the mainland, primarily for access, but occasionally for other services. New Jersey's coastal barrier chain extends from Monmouth to Cape May County and is home to a varied range of community types from the single-family communities of Long Beach Island to the intense urban development of Atlantic City. Use of the barrier islands began hundreds of years ago but, until the twentieth century, life on a barrier island lacked many of the comforts and amenities of mainland life. The railroads opened up these isolated areas to seasonal visitors from mainland cities who came to the islands for health and recreation during the warm summer months. Private automobiles further increased the accessibility of the barrier beach communities.

With the exception of Pullen Island in the Brigantine National Wildlife refuge, all of New Jersey's barrier islands and spits are developed to varying degrees. While mature dunes and un-bulkheaded bayfront can still be found in many communities, Island Beach State Park alone remains as a whole, undeveloped barrier beach and bay system.

Today, a robust economy, telecommuting, flextime and retirement have contributed to more people residing in these communities on a permanent basis. The seasonal fluctuation is still an important part of the nature of barrier island communities. For example, summer populations in Wildwood are estimated to be more than 16 times the winter population, and summer visitors to Stone Harbor outnumber year-round residents nearly 20 to 1. These fluctuations present a challenge to planning and development for sustainability at both peak and off-peak seasons.

The barrier island communities offer an array of challenges. The natural island geography which underlies these communities and endows them with much of their unique character also presents extraordinary conditions that affect planning for:

- disaster preparedness and long-term coastal changes, such as sea level rise and beach erosion;
- extended tourist seasons to maintain year-round economic vitality;
- protection of sensitive areas exposed to high public use; and
- expansion of public access along beaches and bayfronts.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

ENVIRONMENTALLY SENSITIVE/BARRIER ISLANDS PLANNING AREA

Intent

In the Environmentally Sensitive/Barrier Islands Planning Area, the State Plan's intention is to:

- Protect and enhance the existing character of barrier island communities;
- Minimize the risks from natural hazards;
- Provide access to coastal resources for public use and enjoyment; and
- Maintain and improve coastal resource quality.

The State Development and Redevelopment Plan promotes barrier island communities with sustainable economies which are compatible with the natural environment, minimize the risks from natural hazards, and maximize public access to and enjoyment of coastal resources. Planning for growth should acknowledge the unique character and history of each barrier island community and the ecosystem which molds it. Public access to the rich variety of experiences which the barrier system offers should be protected and expanded. Redevelopment opportunities should maintain and enhance community character.

Policy Objectives

- (1) **Land Use:** Promote redevelopment, and development in areas with existing infrastructure that maintains the character, density and function of existing communities. Ensure efficient and beneficial use of scarce land and resources to strengthen the unique character and compact nature of barrier island communities.
- (2) **Housing:** Provide for housing choices through redevelopment, new construction, rehabilitation, and adaptive reuse. Preserve the existing housing stock through maintenance, rehabilitation and flexible regulation.
- (3) **Economic Development:** Support historically important coastal industries, and recreation, natural-resource based and associated activities, recognizing the dual (year-round and seasonal) nature of barrier community economies, locating economic development opportunities within areas of existing infrastructure and avoiding adverse impacts to natural resources.
- (4) **Transportation:** Maintain and enhance a transportation system that links coastal barrier communities to the mainland and to each other without compromising the integrity of natural resources. Accommodate the seasonal demands of travel and tourism that support recreational and natural resource-based activities. Emphasize the use of public transportation systems and alternatives to private cars where appropriate and feasible and maximize circulation and mobility options.
- (5) **Coastal Resource Conservation:** Conserve water resources in the coastal area, particularly barrier islands dependent on groundwater, reducing water demand and withdrawal to prevent saltwater intrusion that could degrade or destroy groundwater resources. Protect vital ecological areas and coastal high hazard areas to prevent significant adverse long-term impacts to the natural functions of these sensitive areas. Restrict or limit development adjacent to these sensitive areas to water-dependent and compatible uses.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

ENVIRONMENTALLY SENSITIVE/BARRIER ISLANDS PLANNING AREA

- (6) **Recreation:** Promote local and regional recreational opportunities, encourage tourism, and create meaningful public access along the oceanfront, bay front and rivers of all barrier island communities.
- (7) **Redevelopment:** Support redevelopment activity compatible with existing barrier island community character. Use redevelopment opportunities to maintain, expand and link parks and open space and to increase public access.
- (8) **Historic Preservation:** Coordinate the identification of historic areas, historic sites, archaeological sites, landscapes and scenic features unique to the coast for inclusion in the State and National Registers of Historic Places and in county and municipal master plans.
- (9) **Public Facilities and Services:** Ensure adequate public facilities and services to coastal barrier communities to accommodate seasonal demands. Barrier island communities are encouraged to participate in inter-local public service delivery. Coordinate growth management programs and policies with response planning and mitigation for natural disasters, including major storm events and non-catastrophic events that can result in loss of life, extensive flooding, shorefront erosion and infrastructure replacement decisions.
- (11) **Intergovernmental Coordination:** Municipalities sharing the same island are encouraged to establish multi-jurisdictional policy and planning entities to guide and coordinate the efforts of State, county and municipal governments and to develop and implement Master and functional plans.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE
CRITICAL ENVIRONMENTAL SITES & HISTORIC AND CULTURAL SITES

***6. Critical Environmental Sites (CESs) &
Historic and Cultural Sites (HCSs)***

General Description

To protect and manage the State's large areas of natural and environmentally significant resources, the RPMS relies on the Environmentally Sensitive/ Rural Planning Area and the Environmentally Sensitive Planning Area to direct development into Centers. But there are many environmentally sensitive features and landscapes of historic or aesthetic significance that are less than one square mile in extent or whose configuration does not readily permit application of the policy objectives of these Planning Areas. Additionally, many sites of historic, cultural, scenic or environmental sensitivity lie within developed areas or within Metropolitan, Suburban or Fringe Planning Areas.

The CES and HCS designations are used to help organize planning for new development or redevelopment by singling out the elements of natural systems, small areas of habitat, historic sites, and other features that should continue to be expressed in the future landscape through protection and restoration. Riparian corridors are excellent examples of eligible features for mapping, as are remnants of forest and small wetlands. The presence of CES and HCS gives land owners and developers important advance information on how to shape their proposals for development of the land around them, focusing on including them within the design and function of the development whenever possible, while at the same time protecting them from adverse impacts.

Designating a site as CES or HCS means that the site is of local, regional, or statewide

Features for Critical Environmental Site (CES) designation:

- *prime (or locally important) aquifer recharge areas*
- *well head protection areas*
- *public water supply reservoirs*
- *coastal dunes, beaches, and shorelines*
- *critical slope areas*
- *flood plains*
- *habitats of endangered or threatened plant or animal species or unique ecosystems*
- *habitats with a wide diversity of resident species or large resident populations*
- *coastal and freshwater wetlands and ponds*
- *staging areas for migratory species*
- *stream corridors*
- *wildlife corridors*
- *significant natural features such as ridge lines, gorges and ravines, or unique geological features (including limestone outcrops)*
- *prime forested areas, including mature stands of native species*

Features for Historical and Cultural Site (HCS) designation:

- *greenways and trails*
- *dedicated open space*
- *parks*
- *historic sites and districts*
- *archeological sites*
- *scenic vistas and corridors*
- *natural landscapes of exceptional aesthetic or cultural value*

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

CRITICAL ENVIRONMENTAL SITES & HISTORIC AND CULTURAL SITES

significance and that its protection and enhancement is of primary importance. It also should highlight the need to preserve, wherever possible, the connection to the natural systems or cultural fabric of which the site is a part.

Delineation Criteria

The RPMS provides for the designation and mapping of Critical Environmental Sites (CES) and Historic and Cultural Sites (HCS) specifically to provide policy direction for resource protection and enhancement. Sites that are forwarded to the Commission for inclusion in the RPMM as CES or HCS:

- (1) contain one or more of the requisite features (see box);
- (2) are less than one square mile in extent or have a configuration (linear or highly irregular) not conducive to application of planning area objectives for Rural/Environmentally Sensitive or Environmentally Sensitive Planning Areas;
- (3) are identified in local Master Plans;
- (4) are protected by state regulations, local ordinance, public ownership or deed restriction, if applicable; and
- (5) are not currently under regulatory or site plan review.

Intent

It is the Intent of the State Plan to fulfill the goals of conserving natural resources and systems and of preserving and enhancing areas with historic, cultural, scenic, open space, and recreational values through:

- recognition of the need for strategic investment decisions designed to protect and enhance rather than adversely impact them; and
- the application of statewide policies, including, but not limited to, those specifically relating to water resources, open lands and natural systems, coastal areas, and historic cultural and scenic resources.

CES and HCS can be mapped in any planning area. For example, a community in the Metropolitan Planning Area might want to map a stream or river corridor as it passes through town as a CES in preparation for redevelopment that could contribute to restoration of the riparian corridor. A Center in the Environmentally Sensitive Planning Area might want to map an area of forested wetlands within its Community Development Boundary as a CES so that its connection to the wetlands systems in the environs will be maintained as the area around it is developed. An historic site or district within a community in any Planning Area may similarly be designated HCS to identify this area as having special significance in community plans.

While the CES and HCS can designate isolated sites, the designations can also be used effectively in tandem to create linkages of open spaces with both environmental and cultural significance. For example, a rails-to-trails system, designated as an HCS, could be linked to stream corridors (CES) to form a greenway system that would varyingly fulfill both recreational

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

CRITICAL ENVIRONMENTAL SITES & HISTORIC AND CULTURAL SITES

and habitat preservation services along its length while also creating a corridor for wildlife movement throughout a community or region. In addition to specific site protection, both CES and HCS designations offer opportunities for inter-municipal and regional cooperative planning and protection efforts.

County and community-owned and managed parks of less than 1 square mile, by nature of their intent for intensive public use, are most appropriately included in the RPMM as Historic and Cultural Sites. Environmentally sensitive features within a park, or those parks whose focus is the protection of environmentally sensitive features which meet the CES criteria, may be mapped as Critical Environmental Sites.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

PARKS & NATURAL AREAS

7. Parks & Natural Areas

General Description

One of the goals of the State Plan is to preserve and enhance areas with historic, cultural, scenic, open space and recreational value. The RPMS uses the term *Parks and Natural Areas* to include an array of publicly dedicated land which contribute to the attainment of this goal. The Parks and Natural Areas (Parks) designation differs from the Planning Area designations in its more focused purpose and use. Unlike Planning Areas, Parks are not areas where the objectives for land use, housing, and economic development can be applied. Rather, these lands represent public investment specifically for resource preservation and the provision of recreational opportunities.

Parks and Natural Areas as mapped includes all State and Federally owned or managed tracts. It also includes county and local parks of greater than 1 square mile in size that have been identified through the Cross Acceptance process. Local and county parks of smaller size can be nominated for designation as a Historic and Cultural Site or a Critical Environmental Site, depending on the special features of the site (Critical Environmental Sites and Historic and Cultural Sites are described elsewhere in the RPMS section). Thus the Park area consists of significant tracts of land that have been dedicated for public benefit.

Parks and Natural Areas fulfill a broad range of functions along a continuum from resource conservation to active recreation. For example, Wildlife Management Areas are established to protect habitat and may offer the visiting public a very limited, passive recreational experience with emphasis on interpretation and education. At the other end of the spectrum are Recreation Areas, such as Gateway National Recreation Area in Sandy Hook, at which visitors can enjoy a variety of active recreational activities in addition to viewing educational exhibits on habitat and history. Large parks usually present a mixture of both passive and active experiences for the public while preserving historic, cultural, and scenic features, protecting valuable habitat and conserving the biodiversity of the States natural systems for future generations.

Intent

With the designation of Parks and Natural Areas, the State Plan's intention is to:

- Provide for the protection of critical natural resources;
- Provide public recreational and educational opportunities;
- Ensure the maintenance of associated facilities; and
- Ensure the connection of these areas into a system of open lands.

The mapping and designation of park and natural areas is not intended to adversely effect funding and acquisition strategies, existing management plans or regulatory programs. Rather, the Plan's statewide policies for public facilities, recreation, natural resource conservation, and historic preservation should be applied within the context of the public purpose and management plans for these areas to guide management and acquisition to accomplish the intents mentioned

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

PARKS & NATURAL AREAS

above: the protection of critical habitats and resources, the provision of recreational opportunities, and the creation of a connected system of open lands for posterity.

C. CENTERS

Centers are the State Plan's preferred vehicle for accommodating growth. Center-based development patterns are superior to sprawl for a number of reasons (*see sidebar*). A Center's compact form is considerably more efficient than sprawl, providing opportunities for cost savings across a wide range of factors. Compact form also translates into significant land savings. A Center's development form and structure, designed to accommodate diversity, is also more flexible than single-use, single-purpose sprawl, allowing Centers to evolve and adapt over time, in response to changing conditions and markets. Centers promote community, protect the environment, provide enhanced cultural and aesthetic experiences, and offer residents a superior quality of life.

Each Center has specific designation criteria (see Table 6), which establish certain basic thresholds of land area, population, employment and densities. These criteria are intended to be applied flexibly. For example, population fluctuations in seasonal communities must be taken into account. Density criteria are relevant primarily to new Centers and to the growth areas of existing Centers, and are less relevant to the built-up portions of existing Centers, except when conditions influencing development change significantly (e.g., central sewer is provided for the first time) and infill and redevelopment opportunities are viable and locally sought. Designation criteria refer to conditions in the Center's planning horizon year (e.g., 2020 rather than current population), and while the State Plan's horizon year forms the primary basis for long range planning, municipalities and counties should be cognizant of the consequences of these planning decisions in the years beyond 2020.

Although Centers are the preferred growth vehicle, some existing Centers, namely hamlets, villages and some towns, are currently unsewered. In order to grow, these Centers will need to find cost-effective and appropriately scaled solutions to the provision of wastewater treatment capacity.

While the State Plan's typology establishes a hierarchy of five Center types, each with specific designation criteria and growth management strategies, these places are not expected to remain static, and areas are not precluded from growing — a Village may become a Town, or a Town may turn into a Regional Center. Both existing and new Centers may change over time and therefore should be carefully planned. New Centers should emerge from regional or subregional strategic planning initiatives, developed cooperatively by the private sector with municipal and county government. State agencies, including the Office of State Planning, can provide technical assistance in carrying out strategic planning efforts.

Why Centers instead of Sprawl?

- *save land*
- *reduce number of vehicular trips*
- *reduce VMT*
- *reduce commute times*
- *reduce commuting costs*
- *reduce postal distribution costs*
- *reduce energy consumption*
- *reduce water and gas consumption*
- *support transit*
- *support pedestrians and bicycles*
- *improve water quality*
- *reduce infrastructure costs*
- *enhance sense of place*
- *enhance community*

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

CENTERS

Table 7. Criteria for Center Designation/Planning for the Year 2020

	Urban	Town	Regional Center PA1, 2	Regional Center PA3, 4, 5	Village	Hamlet
Area (in square miles)		<2	1 - 10	1 to 10	<1	10 to 50 acres with community wastewater; <100 acres without community wastewater
Population	>40,000	1,000 - 10,000	>10,000	>5,000	<4,500	25 - 250
Gross Population Density (people/square mile)	>7,500	>5,000	5,000	5,000	5,000	3,000
Housing		500 to 4,000	4,000 to 15,000	2,000 to 15,000	75 to 2,000	10 to 100
Gross Housing Density (dwelling units/acre)		>3	>3	>3	>3	>2
Employment	>40,000	500 to 10,000	>10,000	>5,000	50 to 1,000	
Jobs: Housing Ratio	>1:1	1:1 to 4:1	2:1 to 5:1	2:1 to 5:1	.5:1 to 2:1	

Note: Criteria are intended to be applied flexibly. Density criteria are relevant primarily to new Centers and to the growth areas of existing Centers, and are less relevant to the build-up portions of existing Centers. Designation criteria refer to the Center's planning horizon year (e.g., 2020 population rather than current population).

In Metropolitan and Suburban Planning Areas, local and regional master and strategic plans are submitted for endorsement by the State Planning Commission on the basis of a finding of consistency between the local plan and the State Plan. An Endorsed Plan would enable the jurisdiction to have access to the priority system. Meeting the delineation criteria for Regional Centers, Towns and Villages in these areas, while still strongly encouraged, would not be the sole basis for endorsement. Rather, the overall planning policies and strategies found in these plans would be compared to the relevant Statewide Policies and Policy Objectives of the State Plan.

In Fringe, Rural and Environmentally Sensitive Planning Areas, Community Development Boundaries should be drawn around Centers to protect and define the Environs. The delineation criteria for Regional Centers, Towns, Villages and Hamlets apply in these areas and will be considered along with Policy Objectives and relevant Statewide Policies as part of an Endorsed Plan.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

CENTERS

1. Components of Centers

State Plan Centers have two fundamental components — one (or more) highly intense mixed-use Cores, and a generally less intense Community Development Area surrounding the Cores.

Community Development Boundaries

All Centers outside of Metropolitan, Suburban and Environmentally Sensitive/Barrier Island Planning Areas must delineate Community Development Boundaries. Delineating Community Development Boundaries for Centers is critical for three reasons. First, these boundaries protect the Environs of these Centers — for instance, in Fringe, Rural and Environmentally Sensitive Planning Areas they protect the natural resources

and rural landscape from the impacts of Center development. Second, the extent of the Center's development area informs the private sector about public investment intentions, thereby creating positive expectations for development opportunities and growth. Third, these boundaries provide advance knowledge to agencies at all levels of government about where development is expected in the future so they can plan for the provision of adequate infrastructure to support that development without a reduction in levels of service.

Community Development Boundaries are delineated to reflect, where possible, physical features such as streets, streams or steep slopes, or changes in the character of development. Community Development Boundaries can be marked by greenbelts — large tracts of undeveloped or developed open space, including areas under cultivation, areas maintained in a natural state, parks or school playgrounds, and areas with low intensity, land intensive uses such as golf courses or cemeteries. Greenbelts can be permanent, or function as a land banking tool for future growth. In Suburban and Fringe Planning Areas, greenbelts control community expansion and serve as buffers between communities — a system encircling and separating communities. In Fringe, Rural and Environmentally Sensitive Planning Areas, greenbelts also contribute to the sense of rural landscape. Community Development Boundaries can also be marked by “bluebelts,” such as rivers, lakes or the ocean.

All Centers do not have to plan for growth as a result of limited system capacity, locational limitations or other factors. In these cases, the Community Development Boundaries should be delineated tightly around these existing places, making them Centers with limited future growth potential. Still other places might benefit from additional growth, and the magnitude of growth of these places should be reflected either in larger Community Development Areas or in higher

Benefits of the Centers Strategy:

Rutgers University's Center for Urban Policy Research found the potential for the following benefits by the year 2010 if New Jersey followed a Centers strategy:

- 359,500 new jobs would locate in urban, suburban and rural Centers, rather than in the Environs
- \$380 million in annual savings to municipalities and school districts
- 175,000 acres of land saved from development, including 42,000 acres of prime farmland
- 80% less consumption of frail lands
- 40% less water pollutants
- savings of \$700 million in road costs
- savings of \$562 million in water supply and sewer infrastructure costs
- greater support for transit
- lower housing costs

Source: Impact Assessment of the New Jersey Interim State Development and Redevelopment Plan, Report III - Supplemental Assessment, April 1992

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

CENTERS

densities in a more limited service area. These determinations are made by municipalities and counties working with the State Planning Commission.

Cores

Cores are the downtowns and major neighborhood commercial concentrations of our traditional communities. They are generally characterized by their greater intensity and complexity. In most cases:

- buildings are multi-story and multi-use;
- internal trips are on foot or by transit;
- parking is shared;
- surfaces are impervious;
- open space is public; and
- housing is multi-family.

Center Cores: Typical Uses

Hotel, SRO/dormitory, high density multi-family housing, office, retail, personal and professional services, restaurant and cafe, transit station, government building, library, post-office, place of worship, park, cultural facility, theater, cinema, concert hall, dance hall, club, hospital, health club, light industry, structured parking.

The Core is the commercial, cultural and civic heart of the Center. It is a bustling place which provides a dynamic setting for human interaction. Activities which generate the most pedestrian traffic, such as restaurants, retail and services, should be focused in the Core.

Cores can take a variety of physical forms, but two are most important. The traditional Core is linear — the “Main Street” model. It is organized along one or both sides of a commercial street, and may extend into sections of one or more cross streets. In smaller Centers, the Main Street should be limited in length to 1,500 feet, a comfortable walking distance. A second model is the “concentrated core” comprising one or more square blocks. It is more compact and less linear, for example organized around a green or public square. A pedestrian-oriented neighborhood or community shopping center can constitute a contemporary manifestation of this type of core. There are no fixed rules for Core design, and many hybrid forms exist, including combinations of linear and concentrated Cores. Village Cores are considerably smaller, and may be constituted by no more than a handful of civic and commercial buildings around a public space, and supported by higher density housing. Hamlet Cores are more in the nature of a community focal point, and are more likely to contain civic uses than commercial uses.

RESOURCE PLANNING AND MANAGEMENT STRUCTURE

CENTERS

Table 8. Center Core Planning Guidelines

	Regional Center PA1, 2	Regional Center PA3, 4, 5	Town	Village
Area (in sq. miles)	.2 to 1	.2 to 5	.2 to .5	.1
Population	400 to 5,000	200 to 2,500	>100	>50
Housing	200 to 2,500	100 to 1,200	>50	>25
Housing Density (gross)	3 du/ac	3 du/ac	3 du/ac	3 du/ac
Employment	>2,500	1,000 to 5,000	>500	>50

Community Development Area

The Community Development Area is generally less intensely developed than the Core, with more private open space, more single-family housing, more single-use buildings, more vehicular trips, more surface parking and less impervious coverage. Most land intensive facilities, such as schools, neighborhood parks and playgrounds, would be located there. Community Development Areas can include a wide variety of non-residential uses, as well as quiet residential neighborhoods.

Community Development Area: Typical Uses

Neighborhood retail, neighborhood services, schools, community centers, playgrounds, neighborhood parks, lower density multi-family housing, single-family housing, health clinic, small office, farmers market, light industry, surface parking.

Neighborhoods

Distinct Neighborhoods are the fundamental building blocks of Centers. Neighborhoods are generally found in the community development area, although the Cores of our larger cities may also have Neighborhoods. Neighborhoods are defined by walking distances, and contain a balanced mix of uses and activities or contribute towards such a balance within the overall Center. Neighborhoods exhibit a clear identity and personality, and this is most commonly achieved through the manipulation of the physical design features (dimensions of streets, building scale, building style, streetscape, palette), or by capitalizing on the presence of dramatic natural features; offering a unique facility or range of uses; displaying the uniqueness of the Neighborhood residents or users. A Neighborhood's identity may be defined by the presence of an important local institution, such as a hospital or a high school, the period in which it was built and the character of its building stock, by a defining natural feature, such as a lake, or by a concentration of certain uses, for example bookstores or restaurants, or by other means.

Distinct Neighborhoods have "neighborhood centers" and "edges." The neighborhood center is the central place or focus for that Neighborhood, reflecting its character and density. The neighborhood center provides a focus for transit service and may offer neighborhood-oriented retail and services, along with employment, civic uses, and a neighborhood green. Neighborhood Centers are within a 10-minute walking distance from the neighborhood edge. In general, there is a higher density at the neighborhood center, and there may be lower densities at the neighborhood edges. Schools and daycare located at or near neighborhood centers can reduce transportation costs and increase safety.

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The neighborhood edge marks the transition between neighborhoods. Neighborhood edges are often defined by natural systems, such as stream corridors or wetlands, elements of the transportation infrastructure, such as major roads or rail lines, preserved open space, such as cemeteries or parks, or large uses, such as schools and associated playgrounds. Edges may also reflect changes in character or in uses. Larger lot single-family housing and other lower density uses are often located at the edges of neighborhoods.

Neighborhoods may be predominantly residential, predominantly non-residential or predominantly mixed-use. There are no clear rules on what uses can be combined and what uses should not be combined. In general, clear performance standards provide the best approach to combining uses.

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2. Types of Centers

The State Plan provides for five types of Centers: Urban Centers, Regional Centers, Towns, Villages and Hamlets.

Table 9. Population and Employment of Urban Centers

Urban Center	Population 1980	Population 1996	Population 1980-1996	Employment 1980	Employment 1995	Employment 1980-1995
Atlantic City	40,199	38,361	-1,838	44,513	68,414	23,901
Camden	84,910	84,844	-66	38,693	41,403	2,710
Elizabeth	106,201	110,149	3,948	54,301	48,432	-5,869
Jersey City	223,532	229,039	5,507	78,172	96,739	18,567
Newark	329,248	268,510	-60,738	173,493	157,516	-15,977
New Brunswick	41,442	41,534	92	36,663	32,591	-4,072
Paterson	137,970	150,270	12,300	51,910	49,587	-2,323
Trenton	92,124	85,437	-6,687	61,041	35,345	-25,696
TOTAL	1,055,626	1,008,144	-47,482	520,706	520,027	-679

Sources: U.S. Census, N.J. Department of Labor, N.J. Department of Personnel

Urban Centers

Urban Centers are generally the largest of the Plan's five types of Centers. These Urban Centers offer the most diverse mix of industry, commerce, residences and cultural facilities of any central place. While all Urban Centers have suffered decline, they still contain many jobs and households. They are repositories of large infrastructure systems, industrial jobs, corporate headquarters, medical and research services, universities, government offices, convention centers, museums and other valuable built assets. They are also home to a large pool of skilled and presently unskilled labor that could, with appropriate investment, become among the State's most valuable human resource assets. Historically, public agencies at all levels have invested heavily in these Centers, building an intense service fabric that, with repair that must occur anyway, offer a solid foundation for new growth in the future. Given these attributes of New Jersey's Urban Centers, new employment that takes advantage of the work force potential of the Urban Centers should be encouraged.

Urban Centers anchor growth in their metropolitan areas, and their influence extends throughout New Jersey, often across state lines and even internationally. They have a distinct central business district and many Neighborhoods, many of which may have Cores of shopping and community services. They are compact compared to surrounding suburban communities and serve as the hub for communication and transportation networks in their regions.

Where an Urban Center shares a network of public services and facilities with surrounding municipalities, a county or other regional entity may, at the discretion of the county and municipalities, coordinate physical development and social services as an "Urban Complex"

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according to a strategic plan prepared and implemented by the county or regional entity in cooperation with participating municipalities and the private sector.

Criteria for Designating Urban Centers

Eight Urban Centers have been identified by the State Planning Commission. They all meet the following criteria:

- 1. It is fully developed, with an infrastructure network serving its region; and*
- 2. It has a population of more than 40,000; and*
- 3. It has a population density exceeding 7,500 persons per square mile; and*
- 4. It has an employment base of more than 40,000 jobs; and*
- 5. It has a job-to-dwelling ratio of 1:1 or higher; and*
- 6. It serves as the primary focus for commercial, industrial, office and residential uses in the Metropolitan Area, providing the widest range of jobs, housing, governmental, educational and cultural facilities in the region and providing the most intense level of transportation infrastructure in the State; or*
- 7. In lieu of all the above, a history of population and employment levels that are consistent with the above six criteria; and*
- 8. In conjunction with either of the above two options (criteria 1-6 or 7), the municipal boundary of the Urban Center is used in the application of the criteria and serves as the boundary of the Urban Center.*

Regional Centers

Regional Centers may be either existing or new. Existing Regional Centers vary in character and size, depending on the unique economics of the regions they serve. In Metropolitan Planning Areas, they may include some smaller cities not designated as Urban Centers. In Suburban Planning Areas, they often serve as major employment centers. In rural areas, they may be population centers and county seats, with small business districts serving residents.

New Regional Centers should be located in the State's major corridors and designed to organize growth that otherwise would sprawl throughout the corridor and create unserviceable demands. They should be compact and contain a mix of residential, commercial and office uses at an intensity that will make a variety of public transportation options feasible as the Centers are built-out. New Regional Centers should have a core of commercial activity, and the boundaries of the Centers should be well defined by open space or significant natural features. Regional Centers in the Metropolitan Planning Area should be carefully located, scaled and designed/redeveloped/retrofitted so as not to drain the economic growth potential of Urban Centers.

New Regional Centers will be primarily employment concentrations of regional significance surrounded by, or in proximity to a critical mass of housing, supported by institutional, civic, recreational and other such uses. New Regional

Examples of Designated Regional Centers

*Metropolitan Planning Area - Red Bank,
Bridgewater-Raritan-Somerville*

Suburban Planning Area - Princeton

Rural Planning Area - Newton

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Centers should offer a variety of goods and services for a regional market. Large scale retail facilities (regional malls), along with specialized or niche retail; large scale commercial (corporate offices, industrial parks); mid-size educational facilities (community colleges), cultural facilities (regional theaters, music halls, etc.). The range of housing types available should be fairly broad, with an important multi-family component, a wide variety of attached and detached single-family configurations, a sizable rental component, and a significant special needs housing component. Given their size, cost and complexity, new Regional Centers in New Jersey are unlikely to be conceived as a single development proposal on raw land. Rather, new Regional Centers are likely to involve considerable redevelopment and retrofitting. Their planning is encouraged to recognize and build upon those uses and activities — existing residential subdivisions, office and industrial parks, schools, recreational facilities — which may already be in place, on the ground. The challenge for new Regional Centers is likely to involve primarily three aspects: the provision of one or more Cores which will focus the surrounding activities; the retrofitting of the transportation infrastructure in ways that increase connectivity between uses and activities; and a variety of infill/redevelopment/reuse interventions, including the dedication of new public open spaces, in ways that strengthen the Center's structure and cohesiveness.

New Regional Centers should have circulation systems that are comprehensive and functional, address the mobility needs of vehicular and non-vehicular modes, facilitate future transit and para-transit options, and effectively connect residential and non-residential uses for all modes of transportation. They are effectively linked to other Centers, by highway, rail, express bus, regional bikeway or other modes, and are organized around (one or more) higher intensity, mixed-use cores which are the focus of public investments, the preferred location for transit investments and the heart of public life.

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Criteria for Designating Regional Centers

The following criteria are intended as a general guide for identifying Regional Centers. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

- 1. It functions (or is planned to function) as the focal point for the economic, social and cultural activities of its region, with a compact, mixed-use (e.g., commercial, office, industrial, public) core and neighborhoods offering a wide variety of housing types; and*
- 2. It has access to existing or planned infrastructure sufficient to serve projected growth; and*
- 3. It has, within the Community Development Boundary, an existing (or planned) population of more than 10,000 people in Metropolitan and Suburban Planning Areas and more than 5,000 people in Fringe, Rural and Environmentally Sensitive Planning Areas; and*
- 4. It has (or is planned to have) a gross population density of approximately 5,000 persons per square mile (or approximately 3 dwelling units per acre) or more within the Community Development Boundary; and*
- 5. It has (or is planned to have) within the Community Development Boundary, an employment base of more than 10,000 jobs in Metropolitan and Suburban Planning Areas and more than 5,000 jobs in Fringe, Rural and Environmentally Sensitive Planning Areas; and*
- 6. It is near a major public transportation terminal, arterial intersection or interstate interchange capable of serving as the hub for two or more modes of transportation; and*
- 7. It has a land area of 1 to 10 square miles.*

In addition, the following criteria apply specifically to new Regional Centers

- (a) It is in a market area supporting high-intensity development and redevelopment and reflects characteristics similar to existing Regional Centers regarding employment and residential uses; or*
- (b) It is a single- or limited purpose employment complex that can be retrofitted to form the core of a full service, mixed use community, as described above; and*
- It has a jobs-to-housing ratio of 2:1 to 5:1; and*
- It is identified as a result of a strategic planning effort conducted on a regional basis, which includes participation by the private sector, municipalities, counties and state agencies that represent the major actors in the development of the region and is identified in county and municipal master plans.*
- It is located, scaled and designed so as not to adversely affect the economic growth potential of Urban Centers.*

Towns

Towns are the traditional centers of commerce or government throughout the State. They are relatively freestanding in terms of their economic, social and cultural functions. Like Urban Centers, but at a lesser scale, Towns reflect a higher level of investment in public facilities and services than their surrounding environs. They provide a core of commercial services to adjacent residents and provide employment in their regions.

Towns contain several neighborhoods that together provide a highly diverse housing stock in terms of types and price levels. Towns have a compact form of development with a defined central core containing shopping services, offices and community and governmental facilities.

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Examples of Designated Towns Metropolitan Planning Area - Metuchen
Suburban Planning Area - Hightstown
Rural Planning Area - Woodstown
Environmentally Sensitive Planning Area - Hopatcong

New Towns should emulate to the extent possible the most cherished features of the traditional New Jersey towns, that is, the comfortable, human scale of blocks, streets and open spaces, the easy walking access to civic and community activities, and a collection of neighborhoods offering a remarkable diversity of housing choice.

Criteria for Designating Towns

The following criteria are intended as a general guide for designating Towns. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

- 1. While smaller than an Urban or Regional center, it has a traditional, compact, mixed-use core of development providing most of the commercial, industrial, office, cultural and governmental functions commonly needed on a daily basis by the residents of the Town and its economic region; it has neighborhoods providing a mix of residential housing types, with infrastructure serving both the core and the neighborhoods; and*
- 2. It has (or is planned to have) a population of more than 1,000 persons and less than 10,000 within the Community Development Boundary; and*
- 3. It has (or is planned for) a gross population density of more than 5,000 persons per square mile; and*
- 4. It has (or is planned to have) a minimum gross housing density of 3 dwelling units/acre excluding water bodies; and*
- 5. It has a land area of less than 2 square miles; and*
- 6. It has (or is planned to have) a jobs-to-housing ratio of 1:1 to 4:1; and*
- 7. It is served by an arterial highway and/or public transit*

In addition, new Towns should meet the following criteria:

- It has access to existing or planned infrastructure sufficient to serve projected growth throughout the Community Development Area, and*
- It is identified through a strategic planning effort involving the private sector, municipalities, the county and relevant state agencies and is identified in local master plans.*

Villages

Villages are compact, primarily residential communities that offer basic consumer services for their residents and nearby residents. Villages are not meant to be Centers providing major regional shopping or employment for their regions. This larger economic function belongs to Towns and Regional Centers.

Examples of Designated Villages
Suburban Planning Area - Cranbury
Rural Planning Area - Hopewell (Mercer)
Environmentally Sensitive Planning Area - Cape May Point

New Villages will comprise a small core and collection of neighborhoods. In the Suburban Planning Area, new Villages are likely to be distinguished from surrounding development only by a more cohesive and structured development form and by greater proximity between residential and non-residential uses. In Fringe, Rural and Environmentally Sensitive Planning Areas, new

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Villages should, wherever possible, be surrounded by natural areas, farmland or open lands in the form of a greenbelt. New Villages should contain a commercial component in the core capable of offering neighborhood-scale goods and services, such as are provided by a typical supermarket/ shopping center. In addition, new Villages should offer certain public facilities (schools, branch library, post office), and small-scale commercial (branch bank, professional offices). New Villages may offer a limited range of housing types, with an emphasis on a variety of small and medium lot single-family configurations, a small multi-family component, and an appropriate rental component. Accessory apartments are also desirable and appropriate.

While new Villages are likely to continue to be designed largely in response to the requirements of automobile access, they can be distinguished from the surrounding environs in several important ways. They represent more closely integrated units from a circulation perspective — movements are not systematically restricted through cul-de-sacs or other devices or funneled through a sparse functional hierarchy. Complete, safe, attractive and functional circulation networks for pedestrians and bicycles are provided, as well as for cars. This means that non-residential uses are truly accessible to non-motorized modes of transportation, as well as to transit or para-transit services.

Second, there is a community focus, which is likely to be an important intersection, around which the commercial and civic components are organized, and which constitutes an appropriate pick up/drop-off location for flexible or fixed route transit, and car/van pooling. This is the Village core, the focus of public activities and investments.

Third, new Villages should be effectively linked to nearby Centers by way of regional bikeways, corridor transit or para-transit.

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Criteria for Designating Villages

The following criteria are intended as a general guide for designating Villages., Local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

- 1. It is (or is planned to be) primarily a mixed-residential community with a compact core of mixed uses (e.g., commercial, resource-based industrial, office, cultural) offering employment, basic personal and shopping services and community activities for residents of the Village and its Environs; and*
- 2. It has a land area of less than 1 square mile.*
- 3. It has (or is planned for) a minimum gross population density of 5,000 people per square mile and a minimum gross housing density of 3 dwelling units per acre; and*
- 4. The existing and 2020 population should not exceed 4,500 people; and*
- 5. It has reasonable proximity to an arterial highway.*

In addition, New Villages should meet the following criteria:

- It is identified in municipal and county master plans; and*
- It is an area capable of being served by a wastewater treatment system to meet applicable standards; and*
- It is identified as a result of a strategic planning effort, with participation by the private sector, municipalities, the county and relevant state agencies and is identified in local master plans.*

Hamlets

Hamlets are the smallest places eligible for Center designation in the State Plan. Existing Hamlets are found primarily in rural areas, often at crossroads. Hamlets are not synonymous with conventional single-use residential subdivisions. Although Hamlets are primarily residential in character, they may have a small, compact core offering limited convenience goods and community activities, such as a multi-purpose community building, a school, a house of worship, a tavern or luncheonette, a commons or similar land uses. The density of a Hamlet should conform to the carrying capacities of natural and built systems.

While existing Hamlets presently have no public water or sewer system, if they are planned to accommodate new development, small-scale systems or potable water systems may be required and are encouraged. New development in existing and new Hamlets, however, should absorb the development that otherwise would occur in the Environs of the Hamlet. The amount or level of new development should conform to the capacities of natural resource and infrastructure systems that would exist in the absence of the water and sewer systems.

New Hamlets are expected to continue primarily as residential development forms, offering a limited range of housing choices, predominantly geared to various single-family configurations, and perhaps with some very small lot and some accessory units. New Hamlets are distinct from conventional subdivisions, however, in a number of ways. They are designed with an integrated and interconnected circulation system, which facilitates internal movement, including pedestrians and bicycles, and does not preclude future transit service. They are structured around a

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community focal point, such as a small green or simply an important intersection, which may contain a convenience store, a local business or a church, and which constitutes an appropriate pick up/drop-off for flexible or fixed route transit, car/van pooling, etc. This is the core of the Hamlet, the center of the community. New Hamlets should be effectively linked to other Centers in the region by way of regional bikeways, corridor transit or para-transit.

New Hamlets in the Suburban Planning Area may not resemble the more self-contained Hamlets of Fringe, Rural and Environmentally Sensitive Planning Areas in that they are not likely to be surrounded by farmland or pristine open space but rather by Environs containing limited development.

Criteria for Designating Hamlets

The following criteria are intended as a general guide for designating Hamlets. Local conditions may require flexible application of the criteria to achieve the Policy Objectives of the Planning Area:

- 1. It functions (or is planned to function) primarily as a small-scale, compact residential settlement with community functions (including, for example, a commons or community-activity building or places) that clearly distinguishes it from the standard, single-use, residential subdivision; and*
- 2. It has (or is planned to have) a population of at least 25 people and not more than 250 people; and*
- 3. It has (or is planned to have) a minimum gross housing density of two dwelling units per acre;*
- 4. It has a Community Development Area that encompasses, generally, 10 to 50 acres, unless wastewater systems are not reasonably feasible, in which case the boundary may encompass as much as 100 acres (wastewater systems are preferred and should be installed to assure compact development, unless there are mitigating environmental factors that make septic systems, and the resulting larger lot sizes, preferable);*
- 5. It has (or is planned to have) up to 100 dwelling units and a range of housing types within the Community Development Area.*

In addition, a New Hamlet should meet the following criteria:

- It is identified as a result of a municipal planning effort conducted with the participation of the county and reflected in municipal and county master plans; and*
- It is a small, compact, primarily residential settlement. It should be planned to absorb the development that would otherwise occur on tracts of land in the Environs. A new Hamlet may require a small-scale public water, wastewater treatment or potable water system. The amount or level of development should conform to the capacities of natural resource and infrastructure systems that would exist in the absence of the water and sewer systems; and*
- It is planned to be integrated into a regional network of communities with appropriate transportation linkages; and*
- It is planned and designed to preserve farmlands or environmentally sensitive areas.*

3. *Planning for Centers*

Centers are complex, richly textured living communities, where a physical framework of buildings, infrastructure and open spaces actively supports the economy and civil society. Traditional compact communities have evolved (and continue to evolve) over long periods of time, demonstrating a frequently overlooked capacity for adapting to changing, and sometimes adverse circumstances. A community's ability to respond positively to changing conditions is in part attributable to the basic soundness of its *physical framework*, which — unlike the uni-dimensional, single purpose developments typical of suburban sprawl — is designed to support a wide diversity of uses and activities for a wide diversity of users. Such a flexible physical framework accommodates change with much greater ease than the auto-dependent, single-use and single-purpose products of sprawl development. A compact community's diversity and flexibility are in turn reinforced and reflected by the ingenuity of its leaders, the resourcefulness of its community groups, the skills of its businesses and the inventiveness of its schoolchildren.

The challenge in planning for new Centers is to create the physical frameworks which foster these qualities of flexibility and diversity in an increasingly specialized development environment geared to delivering single-purpose products. The task of managing existing compact communities — of coping with existing market realities and changing consumer demand — without damaging the physical framework and slowly losing these unique qualities, poses the same challenges.

The State Plan's concept of Centers is not the nostalgic, horse-and-buggy view of our traditional 18th and 19th century rural communities. Although some smaller New Jersey Centers still maintain a picturesque Norman Rockwell atmosphere that harkens back to simpler times, the State Plan does not, in any way, promote this image throughout the State. On the contrary, the State Plan views Centers as dynamic, market-driven communities which embrace the challenges of the late 20th century and are competitively poised for the 21st. Center-like forms are being developed in New Jersey and across the nation with considerable market response and, in fact, have been recognized by the development industry as an important recent trend. The State Plan's growth management framework and its concept of Centers accommodate — although they do not promote — the automobile, as well as other late 20th century trends, such as large format retail, the trend towards larger homes, the desire for privacy and security, and others. These aspirations can be accommodated in Centers without compromising their fundamental principles of mixed-use and compactness, but only through careful design.

Planning and designing new Centers is not an easy task. Nevertheless, the potential rewards are considerable, while the downside of not developing in Centers is also significant. Yet new

The challenge in developing Center guidelines is to achieve a balance between the diverse and often competing interests of a Center's many users and stakeholders. Centers — and Center design — should strive to promote the interest of the community as a whole and optimize State Plan goals, rather than seeking to maximize any of them. If any single interest, (whether affordable housing, or wetlands protection or economic development), no matter how deserving on its own, achieves primacy at the expense of all the others, this most delicate balance is lost and the community as a whole stands to lose.

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Centers are unlikely to happen if municipalities take no proactive steps in that direction. This means involving the private sector (developers, landowners, residents) in visioning, adopting detailed regulating plans that establish basic street alignments, reserve choice locations for major public uses and establish neighborhood character, and implementing these plans consistently. Proactive municipal planning with the active participation of interested parties offers a much higher level of predictability to developers and other stakeholders than the current norm.

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D. ENVIRONS

The State Plan defines the Environs as areas outside the Community Development Boundaries of Centers. This generally includes the lands between designated Centers in the Suburban, Fringe, Rural and Environmentally Sensitive Planning Areas. Unlike Centers and Planning Areas, Environs are not designated in the State Plan. They are identified in Endorsed Plans. They are described to provide policy guidance for decisions regarding potential conservation or development.

The Environs encompass a diversity of conditions, and throughout New Jersey, it varies in form and function. Existing conditions in the Environs vary between Planning Areas. The Environs may include greenbelts: predominantly open areas that mark the outer edge of Centers. The Environs may also include some existing Nodes, which are encouraged to be retro-fitted over time to reduce auto-dependency, diversify land uses, and enhance linkages to communities, wherever possible.

In Fringe, Rural and Environmentally Sensitive Planning Areas, the Environs are predominantly forested, agricultural or other undeveloped land. Active farmland and woodlands — whether deed restricted or not — provide both residents and visitors with productive economic activity, beneficial ratables and visually-pleasing environments. Natural features, such as rivers, lakes, ridgelines and forests, may form a desired community of plants and animals, as well as a limit to the extension of infrastructure.

In other parts of New Jersey, the Environs may have limited development, such as scattered housing, retail, office space or warehousing. In some counties, the Environs are already considerably developed with a variety of low-intensity uses, such as larger lot housing and educational facilities. In highway corridors, the Environs include large warehousing and distribution centers. Military bases may also occur in the Environs.

The Environs are the preferred areas for the protection of Large Contiguous Areas, including the preservation of farmland, open space and large forest tracts. The policy objectives for the Fringe, Rural and Environmentally Sensitive Planning Areas specifically call for protection of the Environs from development. Strategies for preserving the Environs include density transfers into Centers, purchasing or donating easements, restricting the extension of capital facilities and adopting ordinances that limit development.

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1. Linkages Within the Environs

Greenways — regionwide linear corridors of permanently preserved public or private land linking New Jersey's urban, suburban and rural areas — can be an important part of the Environs. Some municipalities and counties in New Jersey have already planned for greenways, such as the Delaware and Raritan Canal Greenway and Patriots Path.

The Environs can also serve as infrastructure linkages to Centers and to Metropolitan and Suburban Planning Areas. Transportation, water, wastewater, or other linkages (e.g., rails and roads, bicycle paths, water and sewer lines) may traverse the Environs to connect Centers and Metropolitan and Suburban Planning Areas. Strategies for capital facilities and services in the Environs should follow the Planning Area Policy Objectives to ensure beneficial growth in Centers and the protection of the Environs. Infrastructure investments should not induce or promote development in the Environs that would be more appropriate in Centers.

The State Plan encourages growth that would otherwise occur in the Environs to locate in Centers. Existing development in the Environs, if sufficiently concentrated, may offer opportunities for redesign into Centers. New development that cannot be transferred to Centers should be sensitive to the prevailing local conditions and should not compromise local character.

Design and planning techniques should be used to ensure that any new development enhances the character of the area by preserving open space, retaining scenic vistas, and maintaining natural systems. Techniques and tools provided in the Implementation sections of each Planning Area should be used to realize the State Plan's vision in the Environs. These techniques may include using clustering residential units, retaining natural buffers, and reducing automobile use by providing pedestrian connections and traffic calming features.

Environs: Typical Uses

In general, land-intensive, low-intensity uses are most appropriate in the Environs. Farmland and associated buildings and structures, agricultural processing plants, animal husbandry, forestry, mining and quarrying, fisheries, uses and activities associated with natural resources such as equipment rentals (canoes, bicycles, mountain climbing gear), campgrounds, lodges, sporting and recreational camps, bed and breakfast inns, cemeteries, golf courses, and botanical and zoological gardens are illustrative of the types of uses generally considered appropriate in the Environs.

Other uses currently found in the Environs, such as larger lot housing, vacation homes, airports, power plants, highway rest stops, and warehousing and distribution centers, should be considered on a limited basis only.

All uses seeking to locate in the Environs should meet the Policy Objectives of the relevant Planning Area and should be consistent with the appropriate statewide Design policies.

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2. Tools to Protect the Environs

A variety of tools are available to protect the Environs, including capacity and build-out analyses, planning for development in Centers and protection of greenbelts surrounding Centers and greenways connecting Centers, sliding scale zoning, clustering and other density transfers, phasing of infrastructure, equity insurance, and purchases of development rights and easements, as well as resale of deed-restricted farms to farmers. In the Office of State Planning publication *Farmland Subdivision: A Catalogue of Land Use Techniques to Preserve and Enhance Agricultural Uses of Land*, a number of techniques are listed, including agricultural zoning, agricultural districts, and tax incentives. Other tools currently in use or under consideration throughout New Jersey can be found in *Local Planning Techniques that Implement Provisions of the State Development and Redevelopment Plan* and *Plan for the Environs of a Center*, also available from the Office of State Planning.

IV. THE ROLE OF THE STATE PLAN

The State Plan was prepared and adopted by the State Planning Commission according to the requirements of the State Planning Act of 1985 (N.J.S.A. 52:18A-196 et seq.) to serve as an instrument of State policy to guide State agencies and local government in the exercise of governmental powers regarding planning, infrastructure investment and other public actions and initiatives that affect and support economic growth and development in the State.

A. THE STATE PLANNING ACT

In 1985, the Legislature of the State of New Jersey adopted the State Planning Act, (N.J.S.A. 52:18A-196 et seq.) In the Act, the Legislature declared that the State of New Jersey needed sound and integrated “Statewide planning” in order to:

“conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal. . . .”

Under the Act, the State Plan is to be the culmination of a statewide planning process that involves the active participation of State agencies and local governments in the preparation of the Plan by the State Planning Commission and is to establish Planning Objectives in the following areas:

- land use;
- housing;
- economic development;
- transportation;
- natural resource conservation;
- agriculture and farmland retention;
- recreation;
- urban and suburban redevelopment;
- historic preservation;
- public facilities and services; and
- intergovernmental coordination.

The Act recognizes, and is based on, the following principles:

- *The future well-being of the State of New Jersey depends on equal and shared social and economic opportunity.*
- *The efficient use of a balance of public and private sector investment is key to the fiscal health, economic prosperity and environmental integrity of the State.*

- *Coordinated planning at all levels of government is necessary to ensure that “economies, efficiencies and savings” are achieved for public and private sector investment in the State.*
- *The revitalization of the State’s urban centers is necessary if all New Jersey’s citizens are to benefit from growth and economic prosperity.*
- *The provision of adequate and affordable housing in reasonable proximity to places of employment is necessary to ensure equal social and economic opportunity in the State and requires sound planning to ensure an adequate supply of available land that can be developed in an efficient growth pattern.*
- *The preservation of natural resources and environmental qualities is vital to the quality of life in New Jersey.*

The State Planning Act created a State Planning Commission comprised of seventeen members appointed by the Governor:

- five from the Governor’s cabinet;
- two other representatives from the executive branch;
- four representing municipal and county government, at least one of whom represents the interests of urban areas; and
- six public members at least one of whom is a licensed Professional Planner.

The Chair of the Commission is appointed by the Governor from among the public members. Under the Act, the Commission is responsible for establishing a Statewide planning process and the preparation and periodic update of the State Plan, including a long-term infrastructure needs assessment. Other statutory duties and responsibilities of the Commission include:

- Develop and promote procedures that effect cooperation and coordination among State agencies and local government.
- Provide technical assistance to local governments.
- Review State and local government planning procedures and relationships and recommend administrative or legislative action to promote a more efficient and effective planning process.
- Review State and local planning programs and recommend to the Governor and Legislature any administrative or legislative action that would improve the efficiency or effectiveness of such programs.
- Review any legislation appropriating funds for a capital project and make recommendations concerning such legislation.

The Act also establishes the Office of State Planning within the Department of Treasury (the office has since been moved to the Department of Community Affairs as a result of an Executive Reorganization Order in 1998) to serve as professional staff to the State Planning Commission. The Director of the Office is appointed by the Governor and serves as the Secretary and Principal Executive Officer of the Commission. The Office of State Planning is required to perform the following duties:

- Publish an annual report on the status of the State Plan and progress toward achieving its goals.
- Provide planning services to other agencies of State government.
- Provide planning assistance to local units of government.
- Review the plans of interstate agencies that affect New Jersey.
- Compile Statewide data, including forecasts of population, employment, housing and land needs.
- Prepare and submit to the State Planning Commission in conjunction with the preparation of or update to the State Plan alternate growth and development strategies.

The statewide planning process established by the Act provides for three significant planning stages: the Preliminary Plan, the Interim Plan and the Final Plan.

The Preliminary Plan serves as the basis for Cross-acceptance, a collaborative, participatory process by which State agencies and local governments join in statewide planning to achieve full public participation in the process and a consensus among all levels of government. Cross-acceptance is defined by the State Planning Act:

“ . . . a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and State plans. The process is designed to result in a written statement specifying areas of agreement or disagreement and areas requiring modification by parties to the cross-acceptance.” (N.J.A.C. 17:32)

Cross-acceptance involves three phases a “comparison” phase, a “negotiation” phase and a “final review” phase whereby the State Plan is developed based on a consensus established through the participation and cooperation of private and public sector interests at the local, regional and State levels.

The Interim Plan reflects the changes in the Preliminary Plan that are “negotiated” during the Cross-acceptance process. It serves as the basis for an Impact Assessment that evaluates the comparative impacts of existing conditions and trends with those of the Interim Plan and identifies desirable changes that should be incorporated in the State Plan.

The final Plan is then adopted after a series of public meetings and opportunities for written comments. The Act also provides that the State Plan shall in addition to previous citations accomplish the following objectives:

- Protect the natural resources and environmental qualities of the State.
- Promote development and redevelopment where infrastructure can be provided by private investment or additional revenues generated by new growth and development.
- Identify areas for growth, limited growth, agriculture and open space conservation, and
- Coordinate planning at the State, regional and local level.
- Establish Statewide planning objectives for land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services, and intergovernmental coordination.

A key element of the State Plan is the “infrastructure needs assessment.” The adequacy of a state’s infrastructure to meet future demands for service defines its future quality of life and its capacity to grow and prosper. The State Planning Act requires that the State Plan include an infrastructure needs assessment based on the Interim Plan that:

“ . . . provides information on present and prospective conditions, needs and costs with regard to State, county and municipal capital facilities, including water, sewerage, transportation, solid waste, drainage, flood protection, shore protection and related capital facilities.” (N.J.S.A. 52:18A-199b).

The official infrastructure needs assessment of the State Plan is entitled *Infrastructure Needs Assessment for the State of New Jersey, New Jersey State Development and Redevelopment Plan*, and it is included in the State Plan by reference.

B. ANALYZING ALTERNATIVE GROWTH PATTERNS

Because New Jersey is located in one of the great megalopolises of the world, between two of the largest cities in the nation, it is at the center of economic and social change. The magnitude of this change will depend largely upon national and international forces beyond the state's control. The manner in which this change affects the quality of life in the New Jersey, however, is very much in our control and is the focus of the State Plan.

If New Jersey is to grow and prosper without compromising levels of service in public facilities and services, state and local governments must either find ways to increase revenues to meet capacity demands or find ways to reduce future capacity demands. The State Plan recommends that some reductions in future demand are achievable if growth occurs in more efficient, compact forms. In other words, property taxes and development fees could be less onerous in the future if the pattern of growth and development in the state allowed for the provision of infrastructure more efficiently — qualitatively, quantitatively and fiscally. New Jersey's pattern of growth must be responsive to market forces in order to maintain economic prosperity in the future and to encourage private sector investment in jobs, housing and infrastructure. It must also be efficient both in terms of preserving the quality of life in the state and in terms of meeting service demands.

In 1988, the State Planning Commission evaluated three broad alternative patterns of growth: a "continuation of trends;" an "urban concentration" scenario restricting growth in rural areas and redirecting growth toward urban areas; and a "corridor and nodes" scenario which would limit sprawl outside existing urban areas by concentrating growth into high intensity, mixed-use Centers in the major development corridors where development pressures are strongest.

The Commission concluded that the preferred vision was an extension of the corridors and centers scenario that enhances opportunities for growth in urban areas. The Plan must revitalize the urban areas with incentives in those areas, not by restricting growth in rural areas. Controlling sprawl in suburban and rural areas must be achieved by restructuring the pattern of growth in New Jersey away from sprawl toward a system of compact "Centers." A rural development strategy that organizes future rural growth primarily around existing settlement patterns would reduce development pressures on agricultural and environmentally sensitive lands.

1. Impact Assessment

This vision was tested in a detailed analysis of alternative growth patterns prior to adoption of the State Plan as required by the State Planning Act. This analysis, the *Impact Assessment of the New Jersey Interim State Development and Redevelopment Plan*, was performed by the Center for Urban Policy Research at Rutgers University in 1992. Two growth scenarios were compared: "TREND," a continuation of current development traditions in the absence of the State Plan and "IPLAN," based on implementation of the State Plan's strategies and policies. Beginning with statewide projections of population and economic growth (see Appendix A), the analysis addressed such questions as:

- Would both development scenarios accommodate development?
- Would both be good for the State economically and fiscally?

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- Which would consume less land for development, and which would consume less frail and/or agricultural land?
- Which would have the better impact on air and water quality?
- Which would cause the fewest roads, water and sewer lines, and other public facilities to be constructed?
- Which would contribute to a superior quality of community life for New Jerseyans?
- Which would contribute more to coordinated and productive activities in land use?

Based on a quantitative analysis of the economic, environmental, infrastructure, community life and intergovernmental coordination implications of the State Plan, the research team concluded that “The Interim State Development and Redevelopment Plan will bring benefits to New Jersey and its citizens that traditional development will not.” After the State Planning Commission approved an Amended Interim State Plan incorporating maps and other changes, a supplemental impact assessment study found that the Amended Interim State Plan “is even more beneficial to the State than was the Interim Plan”:

- Jobs and housing will be located where they are most needed in the State and where they can develop and be publicly serviced with more efficiency.
- 175,000 acres of land, including 42,000 acres of agricultural lands and 30,000 acres of frail environmental lands, will be saved while accommodating the same level of development as would be the case for traditional development.
- Water quality will be improved and minor but positive effects on air quality will occur.
- \$1.44 billion will be saved in infrastructure costs.
- Housing affordability will increase due to the availability of higher density housing in Centers.
- Quality of community life indices will generally increase.
- Intergovernmental coordination will improve among municipalities, counties and State agencies dealing in land use matters.

Following a series of presentations and public hearings on the Amended Interim Plan and its associated Impact Assessment, the State Planning Commission adopted the State Plan as the preferred growth scenario for New Jersey.

2. Estimating Infrastructure Needs

Like many other states, New Jersey experienced a suburban growth boom following World War II. Infrastructure investment after 1950 shifted from urban areas and their surrounding suburbs to newer suburban areas and outlying subdivisions in rural areas. Instead of balancing the maintenance and repair of existing facilities and services with the construction of new facilities, infrastructure was allowed to fall into disrepair. Further, the manner in which the State invested in infrastructure in suburbanizing areas contributed to present infrastructure needs problem. More lanes were added to highways instead of extending public transportation systems to discrete settlements. Public agencies allowed septic tanks and new public wastewater treatment systems in scattered and remote locations instead of extending existing

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urban systems to lands contiguous to existing development. Schools and hospitals were built in suburbanizing areas while central education and health facilities deteriorated.

The entire nation is experiencing a deficit in infrastructure maintenance and capacity, and the problem will not be easy to overcome. Even though New Jersey, its local governments and the private sector have spent billions of dollars over the past two decades to maintain the quality of public services and to construct new facilities, it has not been enough. The State is currently experiencing serious problems in maintaining adequate levels of service on its highways, sewerage and other systems.

For the above reasons, there are certain infrastructure costs that will not change in the future, regardless of how fast or slow New Jersey grows in the future. These costs are those that will be required to bring existing facilities and services up to appropriate service standards. These costs are called “backlog” and “rehabilitation” costs. Table 8 reflects these costs in the aggregate, called “accumulated” costs.

The 1992 assessment of infrastructure needs revealed the following information.

- Two-thirds of the projected total infrastructure costs to the year 2010 is for “accumulated” costs of repair and rehabilitation of existing infrastructure systems. Only one-third of projected total costs is required to support New Jersey’s projected population and employment growth to the year 2010.
- Most “accumulated” costs are required to improve local infrastructure rather than regional/state infrastructure.
- More than 40% — \$49 billion — of the total infrastructure need is for roads, bridges and tunnels. Nearly two-thirds of this amount is required to overcome existing deficiencies.
- Of the \$116 billion in total needs, \$63 billion (or 54 percent) will be needed for local infrastructure. Almost half of this amount is required for roads, bridges, and tunnels serving local community needs.
- Of the \$96 billion in total revenues projected for trend patterns of growth, almost half will derive from present State and local revenue sources used for statewide infrastructure programs, almost one-third from local revenue sources presently used for local infrastructure and about one-fifth from private sources.
- In summary, if the State continues to grow in the same pattern it has grown in the past (“trend”), there is a projected \$20 billion shortfall in revenues that will be available to meet infrastructure needs to the year 2010.

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Table 10. Accumulated Infrastructure Costs

Infrastructure Item	Accumulated Cost
Transportation and Commerce	\$45,425,000,000
Roads, Bridges, Tunnels	30,785,000,000
Public Transportation	4,605,000,000
Freight, incl. Ports	1,980,000,000
Aviation, incl. Air Freight	3,965,000,000
Other Transportation Facilities	150,000,000
Energy	3,480,000,000
Farmland Retention	460,000,000
Health and Environment	17,220,000,000
Wastewater Disposal	3,990,000,000
Water Supply	3,000,000,000
Storm Water Management	1,640,000,000
Shore Protection	1,330,000,000
Open Space and Recreation	3,265,000,000
Solid Waste Mgt.	3,995,000,000
Public Safety and Welfare	14,355,000,000
Primary/Secondary Education	13,415,000,000
Higher Education	840,000,000
Arts	100,000,000
Total "Accumulated" Cost	\$77,000,000,000

Source: *Infrastructure Needs Assessment*, State Planning Commission 1992

* Accumulated infrastructure costs combines "backlog" cost, or the cost of facilities and services that should have been constructed but were not and "rehabilitation" costs, which includes major maintenance and repair.

In considering alternative patterns of growth that would lead to achievement of State Plan goals, the Commission found that the future costs of infrastructure tend to vary with each pattern. The 1992 Impact Assessment reveals that part of the \$20 billion shortfall in revenue over the next 20 years can be

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erased if growth occurs as recommended in the Plan. The assessment used projections of 520,000 new people, 654,000 new jobs and 408,000 new households for the State between the years 1990 and 2010.

The Center for Urban Policy Research concluded that the pattern of growth recommended in the Interim Plan compared to trend growth patterns may result in considerable savings for New Jersey taxpayers:

- A savings of \$700 million in road costs during the planning period,
- A savings of \$562 million in water supply and sewer infrastructure costs during the planning period,
- A savings of \$178 million in school capital facilities during the planning period, and
- A savings to municipalities and school districts of \$380 million in operating costs each year by the year 2010.

C. INDICATORS OF PROGRESS TOWARDS ACHIEVING STATE PLAN GOALS

1. What the State Planning Act Says about Indicators & Targets

The State Planning Act requires:

- the selection of variables with which to monitor conditions in the State (“monitoring variables” in the Act, now commonly called “indicators”) with regard to both the Plan’s goals and the “five areas of concern” addressed by the impact assessment (economics, environment, infrastructure, community life and intergovernmental coordination, 52:18A-202.1.g.);
- the selection of targets for those variables; and
- incorporation of the indicators and targets in the final State Plan.

Indicators and targets were not included in the 1992 Plan, principally because the legislation requiring that they be included in the Plan itself was not enacted until well into Cross-acceptance of the Preliminary Plan. However, an indicator program was outlined in the Monitoring and Evaluation report that was adopted by the Commission as part of the Final Plan in June 1992. This section builds on the 1992 report, proposing a set of Key indicators in conjunction with the Key State Plan Concepts.

2. Use of the State Plan Indicators & Targets

The Act specifies that “if Plan targets are not being realized, the Commission shall evaluate reasons for the occurrences and determine if changes in Plan targets or policies are warranted.” (§203.3.b.). Thus the principal use of the State Plan indicators and targets is as an aid to policy making. These will not be indicators of the Plan’s performance *per se*. They will be used to disclose where policy and reality are mismatched and should therefore be investigated. In addition to the uses specified in the Act, the State Plan indicators should be used to:

- increase interagency coordination by the use of each other’s data and collaboration in the interpretation of that data;
- evaluate State budget requests;
- encourage counties, municipalities and others to establish their own indicator; programs with data to be shared all around; and
- complement the Governor’s Sustainable State initiative

3. Indicators & Targets & Cross-acceptance

Indicators are included in the Reexamination Report to encourage public review and debate. While the Report puts the major emphasis on the Key Indicators (also listed below), participants in Cross-acceptance are encouraged to review and comment on all the indicators listed, or to suggest new indicators during Cross-acceptance.

The greater the attention given to these indicators, the more effectively they can be used to measure progress in meeting the State Plan goals.

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Discussions during Cross-acceptance are expected to lead to consensus on the establishment of targets for some of the indicators.

4. Issues in the Selection of State Plan Indicators

- *Definitions*

An indicator is data looked at over some period of time to determine whether it suggests a trend. A target is the value we would like that indicator to have, the state of things we are working toward. Beyond the requirement that three data points are needed to show a trend, indicators can take almost any form. For each goal, the question should be asked, "If that goal had been reached, what would be the state of things and what variable could we follow to track progress in reaching that state?"

- *Simplicity*

The goals in the State Plan and the five areas of concern are broad and address highly complex and dynamic phenomena. Indicators, on the other hand, should be relatively simple and independently verifiable. They stand for individual components of complex systems. In particular, each individual indicator can only point the way. It cannot paint the whole picture.

- *Availability of Data*

For the most part, State Plan indicators must come from existing databases that are already collected by some agency, or from databases that can be constructed in an appropriate time frame. Many State and federal agencies are developing indicator programs, however, and as they do so, new bodies of data are becoming available.

- *Number*

Sixteen Key indicators were selected to track statewide progress in meeting the goals of the Plan generally, especially in areas where the goals are closely related. However, a number of additional indicators are proposed to track progress in meeting each specific goal.

- *Accountability*

Since the State Plan generally has no authority to affect land use or planning directly, most proposed State Plan indicators are drawn from indicators being used by other agencies that *do* have some authority to affect land use and planning directly. This is especially the case with the NEPPS indicators that DEP has incorporated in the Performance Partnership Agreement with USEPA. In addition, there are clearly indicators of conditions over which the state has some control (e.g., the area of bridge deck requiring replacement or rehabilitation) and others over which the state has less control (e.g., certain components of air pollution). Both kinds are incorporated here.

5. Targets

A target is the value we would like an indicator to have. A target can be used to guide the allocation of resources and the formation of policy. It is not essential that there be targets for all indicators. For instance, the State Plan may track aspects of the environment that we in New Jersey have relatively little

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control over, such as certain elements of air pollution coming from other states. It is reasonable to track those conditions as they may point to the need for action on our part, but having targets for them cannot inform policy making the way targets for things the State does have more control over do.

The State Planning Act calls for revision of targets in response to new information. Therefore, targets selected in conjunction with this revision of the Plan can be revised again the next time the Plan is revised.

Where State Plan Indicators are drawn from other agencies' indicators that already have targets as a result of some process that includes public participation (such as NEPPS) or targets that are a matter of law or regulation (such as the year 2007 deadline for attainment of federal air quality standards), those targets are included here.

6. Key Indicators

The following sixteen indicators are considered key because they are broadly based, generally quite understandable to the public at large, and cover all State Plan goals. Sources for baseline information are available from OSP.

1. The degree to which local, county, regional, state agency and federal plans and practices are consistent with the State Plan.

Baseline: Nearly 10% of New Jersey Municipalities currently have plans approved by the State Planning Commission. 37 Center designations, including Planning and Implementation Agenda, in 44 municipalities and 18 counties have been approved by the State Planning Commission. An Urban Complex Strategic Revitalization Plan for Hudson County and its 12 municipalities has been endorsed by the State Planning Commission.

Target: X% of local, county, regional, State agency and federal plans and practices have been endorsed by the State Planning Commission by 2020.

2. The cost of eliminating the backlog and deferred rehabilitation of public infrastructure systems

Baseline: \$77 billion in needs were estimated (Infrastructure Needs Assessment, State Planning Commission 1992)

Target: The cost of eliminating the backlog and deferred rehabilitation of public infrastructure systems is reduced by X% by 2005, and reduced by X% by 2020.

3. Indicators of potential socioeconomic distress for the 100 municipalities with the highest levels of these indicators compared to all other municipalities

Baseline: Indicators of potential socioeconomic distress for the 100 municipalities with the highest levels of these indicators were, on average, 2.4 times greater than those for other municipalities in 1996, and 2.3 times greater in 1993. (1996 Municipal Distress Index, OSP)

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Target: The difference between indicators of potential socioeconomic distress for the 100 municipalities with the highest levels of these indicators and all other municipalities is reduced by *X%* by 2005 and *X%* by 2020

4. The proportion of the State's new development and redevelopment located in the Metropolitan and Suburban Planning Areas or within the Community Development Boundary of Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas (outside the jurisdiction of the Pinelands and Meadowlands Commissions.)

Baseline: In 1986, based on the most recent land cover data available (land consumed), 72.9% of the developed land area outside the jurisdiction of the Pinelands and Meadowlands Commissions was in the Metropolitan and Suburban Planning Areas and in designated Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas. From 1986 to 1995, approximately 45% (land consumed) of new development (outside the Pinelands and Meadowlands) took place in the Metropolitan and Suburban Planning Areas and in designated Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas. (OSP)

Target: The proportion of the State's new development and redevelopment located in the Metropolitan and Suburban Planning Areas or within the Community Development Boundary of Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas (outside the jurisdiction of the Pinelands and Meadowlands Commissions) is *X%* of total development by *Date*.

5. The amount of developed land per capita and per job

Baseline: In 1996, 0.16 acres of land were developed per capita or 0.35 acres of land were developed per job. (OSP's estimate is based on 1996 employment and population data and on 1986 land cover mapping. These will be updated when 1995 land cover data become available.)

Target: The amount of developed land per capita and per job is reduced to *X%* by 2005 and *X%* by 2020.

6. The proportion of all trips made by transit, bicycling and walking

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Baseline: In 1990, 28% of trips to work were made by carpool, public transportation, bicycle, walking or working at home (Table 11).

Target: The proportion of all trips made by transit, bicycling and walking increases by X% by 2005 and X% by 2020.

7. The consumption of energy on a per capita and per job basis

Baseline: In 1994, an average of approximately 319 million BTU were consumed per capita or 700

Table 11.		
Means of Transportation to Work, 1990		
Car, truck, or van:		
Drove alone	2,731,027	71.6 %
Carpooled	471,943	12.4 %
Public transportation:		
Bus or trolley bus	204,706	5.4 %
Streetcar or trolley car	1,458	0.0 %
Subway or elevated	44,416	1.2 %
Railroad	76,881	2.0 %
Ferryboat	2,559	0.1 %
Taxicab	6,688	0.2 %
Other		
Motorcycle	2,729	0.1 %
Bicycle	9,183	0.2 %
Walked	156,523	4.1 %
Other means	24,097	0.6 %
Worked at home	80,474	2.1 %
TOTAL	3,812,684	100.0 %

Note: Based on workers 16 years of age and over.

million BTU were consumed per job (US Department of Energy. See Table 12).

Target: The consumption of energy on a per capita and per job basis is reduced by X% by 2005 and X% by 2020.

8. The generation of solid waste on a per capita and per job basis.

Baseline: In 1995, an average of approximately 11.5 pounds of solid waste were generated per capita per day or 25.5 pounds were generated per job per day. (DEP)

Target: The generation of solid waste on a per capita and per job basis is reduced by X% by 2005 and by X% by 2020.

9. The amount of land permanently dedicated to open space

Baseline: In 1997, 886,000 acres were permanently preserved. (Governor's Council on New Jersey Outdoors, Interim Report, May 1997)

Target: The amount of land permanently dedicated to open space is 1,386,000 acres by 2008 .

10. Conformity of state air quality with federal standards (NEPPS)

Baseline: The State is in attainment of federal air quality standards for particulate matter, lead and nitrogen dioxide, but not for ozone or sulfur dioxide. Most of the State is in attainment for carbon monoxide although there are occasional exceedances in congested areas. (DEP)

Target: Conformity of state air quality with federal standards is attained by 2007.

11. The proportion of potable water supplies that meet all standards.

Baseline: In the period between 1993 and 1995, only 8% of the community water systems reported any samples with volatile organic compounds (VOCs) above the standard for the 22 VOC tracked. (Of the 625 community water systems, all but 2 collected samples.) (DEP)

Target: No more than 4% of public community water systems will report the presence of any VOCs by 2005.

12. Proportion of the State's water bodies that support aquatic life

Baseline: In 1996, 35% of stream miles assessed fully supported aquatic life. An additional 53% of stream miles assessed partially supported aquatic life. Data on the status of lakes is under development. (DEP)

Table 12: Energy Consumption

	Total	MBTU	
	TBTU	per capita	per job
Transportation	848.2	106	233
Industry	648.3	81	178
Commercial	497.6	62	137
Residential	552.5	69	152
Total	2546.6	319	700

Note: TBTU = Trillion British Thermal Units

MBTU = Million British Thermal Units

Source: US Department of Energy, Energy Information Administration, State Energy Data Report for 1994, October 1996

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Target: 50% of stream miles assessed fully supporting aquatic life by 2005, X% of lakes fully support aquatic life by *Date*.

13. Percent of New Jersey households paying more than 30% of their pre-tax household income towards housing

Baseline: In 1990, 26% of homeowners paid 30% or more, 38% of renters paid 30% or more. (US Census)

Target: No more than X% of households statewide will pay 30% or more of their income for standard housing by 2005 and X% statewide by 2020.

14. The amount of farmland protected from development through permanent agricultural preservation programs and the amount of farmland in active production

Baseline 47,301 acres of farmland were preserved under easement purchase as of 1998. 830,000 acres of farmland were in active production as of 1998. (NJ Department of Agriculture)

Target: 500,000 acres of farmland protected from development through permanent agricultural preservation programs and in active production acres in 2008.

15. Gross state product per capita

Baseline: In 1998, Gross State Product per capita was \$37,548. (New Jersey Council of Economic Advisors, US Census)

Target: Gross state product per capita increases by X% overall and X% more than the national average annually.

16. Unemployment

Baseline: In February, 1999, New Jersey's annual unemployment rate was 4.1 percent. (New Jersey Department of Labor)

Target: Unemployment is reduced to X% overall and X% below the national average annually.

D. RELATIONSHIP OF THE STATE PLAN TO OTHER PLANS

A number of States, including Connecticut, Delaware, Florida, Georgia, Hawaii, Maine, Maryland, New Hampshire, Oregon, Rhode Island, Vermont and Washington, have established a statewide, comprehensive growth management framework. There is a heightened recognition that the rapid pace of relatively unchecked development is not purely a private matter, but a matter of great public importance, as such development threatens natural resources, strains infrastructure capacity and places additional fiscal burdens on limited government resources. Although local governments are empowered by the State to undertake land use planning and management, municipalities and counties have limited tools with which to manage certain kinds of land use issues. Additionally, local land use decisions are often fragmented, resulting in haphazard growth patterns, “spillover” effects across municipal and county boundaries and other consequences that may require State involvement.

Unlike the provisions of other “greater-than-local” State and regional planning statutes, the State Planning Act is based on the nobility of reason and coherence. It relies upon the sense of responsibility and conscience of New Jersey’s public and private sectors at the State and local levels to understand and embrace a coherent plan for New Jersey’s future. From one perspective, the State Plan is a set of recommendations to the people of New Jersey and their elected representatives. The State Plan creates a vision or design for the future that is based on the mandates of the State Planning Act. The provisions of the Plan and its supporting documentation constitute an agenda and guide for the State to make the vision or design become a reality.

From another perspective, the State Plan is a process that respects the interests of the public and private sectors. This process recognizes that responsibility for the future of the State of New Jersey is shared by the public and private sectors and at the State, regional and local levels. The statewide planning process needs to be collaborative, involving the public and private sectors at all levels of interest. The ultimate success of the State Plan depends on the participation and cooperation of the citizens of New Jersey.

The State Plan and the statewide planning of which it is a part, is a strategic plan for growth and prosperity. It is action-oriented, geared to adjusting to a complex and dynamic social environment. It is, as the Act requires, ongoing so that the provisions and means to attain those ends are continuously monitored and reevaluated.

The State Plan is not a substitute for functional State agency plans or local master plans. The Plan in fact would have little meaning or effect without such plans. The State Plan provides a context, a vision and a process within which these more specific plans can be developed and implemented to achieve commonly derived goals.

1. The Citizens of New Jersey

The State Plan is intended to serve as a guide for public and private sector investment in New Jersey’s future. The Plan will not directly affect individual private interests. Rather, the application of the Plan to individual private interests will take place through the exercise of existing public powers at local, regional and State levels, such as through local government modification of master plans and land development

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regulations to reflect the provisions of the State Plan to achieve the purpose of the State Planning Act that local plans be “consistent with State plans and programs (N.J.S.A. 52:18A-196(f)).” Accordingly, the intent of the State Planning Act is achieved through existing lines of delegated authority and through existing implementation processes rather than through a more onerous new layer of bureaucracy.

2. State Agencies

The State Plan is, at least in part, a product of State agency cooperation and participation. The State Planning Act mandates State agency involvement through membership on the State Planning Commission and active participation in the statewide planning process established by the Act. Five State departments, in addition to the Department of Treasury and the Governor’s Office, are represented on the State Planning Commission the Department of Agriculture, the Commerce and Economic Growth Commission, the Department of Community Affairs, the Department of Environmental Protection and the Department of Transportation. During the statewide planning process, each department of State government, regardless of Commission membership, was encouraged to participate fully in the process.

The State Plan establishes Statewide policies in a variety of areas. These policies serve as guides when a State agency exercises discretion in the discharge of its administrative duties and responsibilities. There are several different ways in which State agencies are expected to implement the Plan.

An important way in which the State Plan can be implemented is through the active participation of agencies in the ongoing statewide planning process established by the State Planning Act. Another way is to extend the coordination activities of the State Planning Commission and the Office of State Planning to the various departments of the State to assist in plan implementation activities. Each department and its affiliated agencies in response to a request from the Governor have examined existing programs to identify ways in which the Provisions of the State Plan can be achieved and have taken steps within their authority to implement programs in a manner consistent with the State Plan.

One of the key purposes of the State Planning Act is to establish a “cooperative planning process” so that local, regional and State plans are consistent. State agencies, in addition to reviewing their programs, are reviewing their individual functional plans and amending those plans to make them consistent with the provisions established in the State Plan.

The State Planning Act contemplates that State agency investment decisions will be made based on the provisions of the State Plan. The annual capital improvements budget produced by the Commission on Capital Budgeting and Planning shall be consistent with the State Plan. As the Commission on Capital Budgeting and Planning process relies on individual functional agency recommendations, individual functional State agencies look to the State Plan to assure that the Commission’s budget will be internally coordinated and consistent with the State Plan.

Increasingly, the provisions established in the State Plan serve as the framework for State agency functional planning and exercises of regulatory authority. OSP has participated in the drafting of State and regional agency functional plans and those plans as adopted, incorporate State Plan goals and policies. Each of the State Plan Goal sections lists the State agency plans that relate to that specific goal. State agencies undertaking regulatory rule-making are also increasingly guided by the provisions of the

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State Plan and should incorporate State Plan policies in the agency's regulations, in ways consistent with the agency's functional plan.

3. Areas of Critical State Concern

The State Planning Act recognizes the special statutory status of two areas of the State: the New Jersey Pinelands under the "Pinelands Protection Act," and the Hackensack Meadowlands under the "Hackensack Meadowlands Reclamation and Development Act." The State Planning Commission is required to "rely on the adopted plans and regulation of these entities in developing the State Plan." Nevertheless, the State Planning Commission has made efforts to cooperate and coordinate with these entities throughout the Cross-acceptance Process. Provisions of the State Plan that are relevant to these entities have been derived from that cooperative and collaborative process.

In addition to the two areas above, other critical areas of the State have been brought to the attention of the Commission. These areas include: the Delaware-Raritan Canal, the Highlands and the Skylands, the Delaware River and Bayshore area, the Delaware Water Gap Watershed Recreation Area and the Great Swamp Watershed. The State Planning Commission urges those participating in Cross-acceptance to recommend policies as appropriate to address development, redevelopment and conservation issues in these and other regions of New Jersey.

4. New Jersey Council on Affordable Housing

The State Planning Commission and the New Jersey Council on Affordable Housing have a unique relationship. This relationship is derived from the common origin that both the New Jersey State Planning Act and the Fair Housing Act have in the State Legislature's response to the New Jersey Supreme Court's Mount Laurel II decision.

In the Mount Laurel II decision, the New Jersey Supreme Court found that municipalities were constitutionally mandated to provide their fair share of low- and moderate-income housing. To assist municipalities in determining their "fair share," the Supreme Court relied on the State Development Guide Plan, which, at that time, was the State's blueprint for accommodating projected growth. The court noted that it was relying on the Guide Plan in the absence of a Legislative statement and invited the Legislature to make its own determination.

The Legislature responded by enacting the Fair Housing Act and the State Planning Act in 1985. Both of those Acts contain language evidencing the strong legal relationship of the Council on Affordable Housing to the State Planning Commission.

In the State Planning Act, the Legislature found that it was of "urgent importance that the State Development Guide Plan be replaced by a State Plan designed for use as a tool for assessing suitable locations for infrastructure, housing, economic growth and conservation." (N.J.S.A. 52:18A-196c). The Legislature also found that "an adequate response to judicial mandates respecting housing for low and moderate income persons requires sound planning to prevent sprawl and to promote suitable uses of land." (N.J.S.A. 52:18A-196h). Thus, the State Planning Act gives recognition to the mandate of the Fair Housing Act and places that mandate within the State Planning Act's legislative findings and declarations.

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Similarly, the Fair Housing Act requires that the Council on Affordable Housing:

...adopt criteria and guidelines for...municipal adjustment of the present and prospective fair share [need for low and moderate income housing] based upon available vacant and developable land, infrastructure considerations or environmental or historic preservation factors and adjustments shall be made whenever (a) The preservation of historically or important architecture and sites and their environs or environmentally sensitive lands may be jeopardized, (b) The established pattern of development in the community would be drastically altered, (c) Adequate land for recreational, conservation or agricultural and farmland preservation purposes would not be provided, (d) Adequate open space would not be provided, (e) The pattern of development is contrary to the planning designations in the State Plan . . . (f) Vacant and developable land is not available in the municipality, and (g) Adequate public facilities and infrastructure capacities are not available, or would result in costs prohibitive to the public if provided. (N.J.S.A. 52:27D 307(c) (2) (a)-(g))[emphasis added]

Accordingly, the Fair Housing Act not only requires adjustments to fair share housing allocations to be made based on the same growth management considerations that are the legal foundation of the Goals of the State Plan, but it also specifically requires the Council to rely on the planning designations of the State Plan.

The State Planning Commission has formulated a State Plan that conforms to the mandates of both the State Planning Act and the Fair Housing Act. These mandates are carried out through the Provisions in the State Plan, all of which promote a fair distribution of affordable housing throughout New Jersey in locations and patterns that are consistent with the Goals of the State Planning Act.

A Memorandum of Understanding by and between the Council and the Commission has been in place since 1992 establishing an understanding of how the State plan should be used by the Council in meeting its legislative requirements. The Council on Affordable Housing adopted rules in 1994 that incorporated the Resource Planning and Management Structure as part of the affordable housing allocation formula and encouraged the location of affordable housing in Centers in ways consistent with the memorandum of understanding.

5. Counties

The State Planning Act has enhanced the traditionally limited role of county land use planning and control. Under the Act, counties play a vital coordination role in the preparation and update of the State Plan and they negotiate Cross-acceptance with the State Planning Commission, unless the county waives that right, in which case the State Planning Commission may designate an appropriate entity. Counties, in turn, “negotiate plan Cross-acceptance among the local planning bodies within the county....” (N.J.S.A. 52:18A-202(b))

The State Plan encourages counties to play an active role in regional planning through the preparation of Urban Complex Strategic Revitalization and Regional Strategic Plans. Opportunities for incorporating State Plan policies in county master plans are listed in the Related Plans sections of each goal. These expanded county planning roles establishes the county as an active intermediary between the State and

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its municipalities. It also invites the opportunity for more meaningful regional planning that acknowledges both the important role of State government and the traditional planning role enjoyed by municipalities.

6. Municipalities

New Jersey's municipalities have extensive authority regarding planning for and regulating the use of land. The State Planning Act does not alter or limit that power. (N.J.S.A. 40:48-2.) The Act does seek, however, to coordinate planning at all levels of government and to encourage the development of local plans that are consistent with State plans and programs. However, the ultimate objective of the Act is a coordinated statewide planning process that ensures economies, efficiencies and savings in public and private sector investment through the "preparation and adherence to sound and integrated plans" by requiring that local government take the Provisions of the State Plan into consideration in the preparation of local plans and land use regulations.

Rather than displacing local discretion under the Municipal Land Use Law, the State Plan increases the effectiveness of local master plans by serving as the source document for intergovernmental planning and coordination. Through Cross-acceptance, Center designation and Strategic Revitalization Plans and soon, Plan Endorsement, local plans are coordinated with the plans of higher levels of government and with the plans of other municipalities and counties in the region. The Municipal Land Use Law is the principal legal framework for implementation of the State Plan, because it provides municipalities with both planning and land use regulatory authority, and it is at the local level that the Plan must be implemented if it is to be efficacious in achieving the Goals of the State Planning Act.

Many municipalities have experienced considerable difficulty in planning because of actions taken by neighboring municipalities or county, regional or State agencies. Conversely, local authorities may take actions that adversely affect neighboring municipalities, counties or the State. The Municipal Land Use Law recognizes these important concerns and seeks "to ensure that the development of individual municipalities does not conflict with the development and general welfare of neighboring municipalities, the county and the State as a whole." (N.J.S.A. 40:55D-2(d)) In addition, the Municipal Land Use Law requires that municipal master plans "include a specific policy statement indicating the relationship of the proposed development of the municipality as described in the master plan to: (1) the master plans of contiguous municipalities, (2) the master plan of the county in which the municipality is located, and (3) the State Plan adopted pursuant to the State Planning Act." (N.J.S.A. 40:55D-28(d)) If the plans of adjacent municipalities are consistent with the Provisions of the State Plan, then by definition they will be consistent with one another. What the State Planning Act and the State Plan do is strengthen the intergovernmental aspects of the Municipal Land Use Law.

The relationship between municipal plans and the State Plan is enhanced by the State Planning Act that requires the State Planning Commission and the Office of State Planning:

...to provide local governments with the technical resources and guidance necessary to assist them in developing land use plans and procedures that are based on sound planning information and practice, and to facilitate the development of local plans which are consistent with State plans and programs... (N.J.S.A. 52:18A-196(f))

Furthermore, the State Planning Commission is directed to

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...[d]evelop and promote procedures to facilitate cooperation and coordination among State agencies and local governments... (N.J.S.A. 52:18A-199(c))

The elements of municipal master plans that could be most effective in achieving each goal of the State Plan are listed in the Related Plans section of the discussion of each goal.

V. APPENDICES

APPENDIX A

SELECTED POPULATION, EMPLOYMENT AND HOUSEHOLD PROJECTIONS TO THE YEAR 2020

A. SELECTED POPULATION, EMPLOYMENT AND HOUSEHOLD PROJECTIONS TO THE YEAR 2020

Population Projections

COUNTY	Census April 1, 1990	Census July 1, 1998 Estimate	NJDOL (1996) 2010	NJDOT (1994) Trend Baseline 2020	NJDOT (1994) Trend Optimistic 2020	R/ECON (1999) Trend Baseline 2020	R/ECON (1999) Trend Low 2020	R/ECON (1999) Trend High 2020	COUNTY (1998) Cross- Acceptance 2020
Atlantic	224,327	238,047	288,000	332,600	351,400	295,402	289,188	301,267	**
Bergen	825,380	858,529	877,000	771,600	819,200	854,600	841,832	866,097	907,961
Burlington	395,066	420,323	429,100	520,600	550,900	457,338	449,867	464,219	471,039
Camden	502,824	505,204	528,600	648,600	682,400	569,784	560,476	578,357	588,962
Cape May	95,089	98,069	110,400	139,500	146,600	123,898	121,292	126,358	139,833
Cumberland	138,053	140,341	139,500	179,800	192,500	156,500	152,413	160,700	**
Essex	777,964	750,273	722,400	726,500	770,600	727,174	716,197	736,913	**
Gloucester	230,082	247,897	276,700	331,000	348,800	290,778	286,028	295,153	314,971
Hudson	553,099	557,159	571,900	609,700	645,000	580,100	571,259	587,967	614,155
Hunterdon	107,802	122,428	133,400	144,300	153,200	159,342	151,026	167,841	189,425
Mercer	325,824	331,629	355,600	389,600	410,800	344,400	336,000	352,592	388,452
Middlesex	671,811	716,176	771,400	825,700	875,400	911,773	864,187	960,405	823,162
Monmouth	553,093	603,434	667,600	660,000	702,000	680,072	669,671	688,860	705,334
Morris	421,361	459,896	477,600	433,500	461,600	433,902	427,352	439,713	507,679
Ocean	433,203	489,819	538,700	668,400	704,000	688,728	678,194	697,627	**
Passaic	453,302	485,737	463,500	454,200	483,900	484,600	477,297	490,989	**
Salem	65,294	64,912	67,900	87,500	92,500	64,500	63,581	65,361	78,225
Somerset	240,245	282,900	327,300	328,900	347,000	363,185	344,231	382,557	332,673
Sussex	130,943	143,030	159,700	162,900	173,500	163,051	160,590	165,235	181,500
Union	493,819	500,608	490,100	490,600	537,300	491,055	483,643	497,632	**
Warren	91,607	98,600	105,100	127,600	136,100	127,718	125,790	129,429	116,878
STATE	7,730,188	8,115,011	8,501,500	9,033,100	9,584,700	8,967,900	8,770,115	9,155,272	**

** No 2020 projections provided by county.

R/ECON projections for Labor Market Areas were allocated among counties by in proportion to the 2020 NJDOT Trend Baseline county forecasts.

Projections for Burlington, Gloucester and Mercer provided by the Delaware Valley Regional Planning Commission.

APPENDIX A
SELECTED POPULATION, EMPLOYMENT AND HOUSEHOLD PROJECTIONS TO THE YEAR 2020

Employment Projections

COUNTY	CES ANNUAL AVG. 1990	CES ANNUAL AVG. 1996	NJDOL (1998) 2006	NJDOT (1994) Trend Baseline 2020	NJDOT (1994) Trend Optimistic 2020	R/ECON (1999) Trend Baseline 2020	R/ECON (1999) Trend Low 2020	R/ECON (1999) Trend High 2020	COUNTY (1998) Cross- Acceptance 2020
Atlantic	140,800	138,150	168,400	269,400	287,747	198,909	188,454	210,629	**
Bergen	456,800	443,600	487,250	461,700	499,882	542,900	526,900	562,800	594,800
Burlington	161,700	169,050	197,500	295,400	319,049	287,626	283,978	291,665	244,368
Camden	213,200	205,050	229,000	264,600	281,532	257,637	254,369	261,255	264,584
Cape May	35,700	37,500	41,500	50,100	53,013	36,991	35,046	39,171	**
Cumberland	59,800	57,200	61,650	72,100	78,841	63,200	60,800	65,800	**
Essex	400,900	373,400	400,800	331,800	353,908	374,800	360,502	389,518	**
Gloucester	75,300	83,200	97,500	120,200	128,700	117,037	115,552	118,680	122,904
Hudson	247,500	239,300	261,100	283,300	305,190	359,300	332,400	385,000	365,840*
Hunterdon	40,500	42,350	48,300	68,900	74,487	68,109	61,703	74,989	**
Mercer	198,200	192,300	209,400	276,100	294,820	209,200	200,300	219,700	277,247
Middlesex	366,700	380,550	432,050	476,700	510,999	471,228	426,908	518,832	480,335
Monmouth	218,500	225,750	254,850	286,300	309,409	300,681	297,697	301,635	268,279
Morris	251,000	256,500	283,150	336,900	363,483	380,561	366,043	395,505	**
Ocean	115,300	128,800	150,250	193,500	209,299	203,219	201,203	203,865	**
Passaic	196,100	182,350	191,550	171,000	184,793	238,200	231,700	245,700	**
Salem	23,800	23,700	25,200	31,100	33,193	22,500	20,900	23,900	**
Somerset	140,900	158,650	189,350	238,500	248,991	235,762	213,588	259,579	238,499
Sussex	31,900	34,150	39,700	45,400	48,884	51,284	49,327	53,298	**
Union	255,400	234,200	242,400	187,900	221,089	212,251	204,154	220,586	**
Warren	33,500	33,450	35,850	47,100	51,101	53,204	51,174	55,293	**
STATE	3,665,400	3,639,900	4,046,900	4,508,000	4,858,410	4,684,600	4,482,700	4,897,400	**

* Hudson County projection for private sector jobs only.

** No 2020 projections provided by county.

R/ECON projections for Labor Market Areas were allocated among counties by in proportion to the 2020 NJDOT Trend Baseline county forecasts.

County Cross-Acceptance Projections for Burlington, Camden, Gloucester and Mercer provided by the Delaware Valley Regional Planning Commission.

APPENDIX A
SELECTED POPULATION, EMPLOYMENT AND HOUSEHOLD PROJECTIONS TO THE YEAR 2020
Household Projections

COUNTY	Census 1990 April 1, 1990	R/ECON (1999) Trend Baseline 2020	R/ECON (1999) Trend Low 2020	R/ECON (1999) Trend High 2020	COUNTY (1998) Cross- Acceptance 2020
Atlantic	85,123				**
Bergen	308,880				**
Burlington	136,554				**
Camden	178,758				**
Cape May	37,856				**
Cumberland	47,118				**
Essex	278,752				**
Gloucester	78,845				**
Hudson	208,739				**
Hunterdon	37,906				**
Mercer	116,941				**
Middlesex	238,833				**
Monmouth	197,570				**
Morris	148,751				**
Ocean	168,147				**
Passaic	155,269				**
Salem	23,794				**
Somerset	88,346				**
Sussex	44,456				**
Union	180,076				**
Warren	33,997				**
STATE	2,794,711				**

** No projections provided by county.

Household projections based on R/ECON projections will be developed for the Amended Interim Plan.

APPENDIX A
SELECTED POPULATION, EMPLOYMENT AND HOUSEHOLD PROJECTIONS TO THE YEAR 2020

NOTES:

The accuracy of long-term projections tends to be less precise as the geographic area for which the projection is made becomes smaller. Nevertheless, the State Planning Act (N.J.S.A. 52:18A-201.b.(5)) calls for the Office of State Planning to compile long term projections of population, employment, households and land needs, which are necessary for both the public and private sectors to plan and invest today with some reasonable consideration of what the future might hold. For the purposes of the State planning process, for example, a reasonable set of population, household and employment projections is required to anticipate the distribution of growth among Planning Areas and between Centers and Environs, and to estimate future developable land needs. Projections are also required to assess infrastructure needs and other impacts associated with alternative development scenarios. Appendix A presents a range of projections of population and employment which the Commission believes are reasonable guides through 2020. During each triennial review of the State Plan, the Commission will consider revising Plan projections to reflect changing trends in the State's population and employment growth.

CES ANNUAL AVG. refers to county level non farm employment estimates. 1997 county level estimates are based on the 1996 benchmark. 1990 estimates have not been adjusted to this benchmark and are not strictly comparable to the 1997 estimates.

COUNTY CROSS-ACCEPTANCE refers to the Cross-Acceptance projections submitted by each county planning office to the Office of State Planning in 1998, except where otherwise specified.

LABOR MARKET AREAS (LMAs) refer to economic regions consisting of one or more counties defined by the New Jersey Department of Labor. New Jersey LMAs are:

LMA	Counties
Atlantic City	Atlantic, Cape May
Bergen	Bergen
Camden	Burlington, Camden, Gloucester
Jersey City	Hudson
Middlesex-Somerset-Hunterdon	Hunterdon, Middlesex, Somerset
Monmouth-Ocean	Monmouth, Ocean
Newark	Essex, Morris, Sussex, Union, Warren
Passaic	Passaic
Salem	Salem

APPENDIX A

SELECTED POPULATION, EMPLOYMENT AND HOUSEHOLD PROJECTIONS TO THE YEAR 2020

Trenton	Mercer
Cumberland	Cumberland

NJDOL refers to the November 1996 “Economic-Demographic” population projections and the October 1996 industry employment projections prepared by the New Jersey Department of Labor, Division of Labor Market and Demographic Research.

NJDOT TREND BASELINE refers to projections prepared by Urbanomics in 1994 under contract for the New Jersey Department of Transportation.

NJDOT TREND OPTIMISTIC refers to projections prepared by Urbanomics in 1994 under contract for the New Jersey Department of Transportation.

R/ECON TREND forecasts refer to projections prepared in 1999 by R/ECON, the Rutgers Economic Advisory Service under contract for the Office of State Planning.

As of March 31, 1999 the State Planning Commission had *designated* 37 centers — 8 Urban, 10 Regional, 14 Town, and 5 Village. An additional 230 centers were either proposed (includes a community development boundary and meets minimum center criteria) or submitted as full petitions in the 1998 county and municipal cross-acceptance reports and are presented below as *Proposed Centers*. The list of *Identified Centers* found in the 1992 State Plan has been modified to remove those centers that have either been designated since 1992 or proposed in the 1998 cross-acceptance reports. The reader should refer to Chapter 3, Resource Planning and Management Structure for a full discussion of center criteria and functions.

The State Planning Commission has also recognized Hudson County and its 12 municipalities as an *Urban Complex*.

**APPENDIX B
LIST OF CENTERS**

B. LIST OF CENTERS

Designated State Plan Centers as of March 31, 1999

Name	County	Planning Areas	Date Designated
<u>Urban Centers</u>			
Atlantic City	Atlantic	1	6/12/92
Camden	Camden	1	6/12/92
Elizabeth	Union	1	6/12/92
Jersey City	Hudson	1	6/12/92
New Brunswick	Middlesex	1	6/12/92
Newark	Essex	1	6/12/92
Paterson	Passaic	1	6/12/92
Trenton	Mercer	1	6/12/92
<u>Regional Centers</u>			
Newton	Sussex	4	9/24/93
Millville-Vineland	Cumberland	1	5/20/94
Dover	Morris	1	12/2/94
Princeton Borough & Township	Mercer	2	9/29/95
Morristown	Morris	1	12/1/95
Long Branch	Monmouth	1	5/1/96
Bridgewater-Raritan-Somerville	Somerset	1	5/29/96
Red Bank	Monmouth	1	5/29/96
Stafford	Ocean	2	9/24/97
Wildwood - North Wildwood - Wildwood Crest - West Wildwood	Cape May	5	4/22/98
<u>Town Centers</u>			
Woodstown	Salem	4	10/29/93
Ridgefield	Bergen	1	5/20/94
Hopatcong	Sussex	5	4/28/95
New Egypt (Plumsted)	Ocean	4	7/24/96
Andover Borough	Sussex	4B	12/4/96
Metuchen	Middlesex	1	3/26/97

**APPENDIX B
LIST OF CENTERS**

Hightstown	Mercer	2	3/26/97
Freehold Borough	Monmouth	1	10/22/97
Elmer	Salem	4B	12/3/97
Gloucester City	Camden	1	1/28/98
Wanaque	Passaic	1	2/25/98
Bloomington	Passaic	2	2/25/98
Washington Twp.	Mercer	2	4/22/98
Totowa	Passaic	1	6/24/98

Village Centers

Hopewell	Mercer	4	9/24/93
Mendham Borough	Morris	5	2/24/95
Cranbury	Middlesex	2	6/26/96
Cape May Point	Cape May	5	4/23/97
Oxford	Warren	4	1/28/98

State Plan Centers Proposed in the 1998 Cross-Acceptance Reports

Ed. Note: The following list includes 25 pending center petitions received prior to cross-acceptance (PC), and center petitions (P) and proposals submitted in cross-acceptance reports. Inclusion on this list should not be interpreted as a statement regarding the status or quality of any given petition or proposal. This list will be modified as appropriate in either the amended Interim Plan or the final Plan as each center is further evaluated. Some may be moved to the list of designated centers, while others, failing to meet minimum criteria for a proposed center, may be moved to the list of identified centers.

PROPOSED REGIONAL CENTERS

BURLINGTON COUNTY	Cape May Court House (PC)	Deptford (PC)
Mount Holly-Eastampton-	Ocean City	Glassboro/Pitman
Hainsport-Lumberton-	CUMBERLAND COUNTY	Woodbury
Westampton	Bridgeton	HUNTERDON COUNTY
CAMDEN COUNTY	Upper Deerfield	Flemington (P)
Cherry Hill	Route 77	Clintons-Lebanon-Franklin-
Lindenwold	GLOUCESTER COUNTY	Union
CAPE MAY COUNTY	Logan-Woolwich-Swedesboro	MERCER COUNTY
Middle Twp.	Center Square (PC)	West Windsor Twp.

APPENDIX B
LIST OF CENTERS

Route 1

Ewing-Hopewell

I-95

Washington Twp.

NJ Turnpike 7A

MIDDLESEX COUNTY

Plainsboro

Forrestal Ctr.

MORRIS COUNTY

Mt. Arlington (P)

OCEAN COUNTY

Dover Twp.

Toms River (P)

Jackson Twp.

Great Adventure

Seaside Heights (P)

PASSAIC COUNTY

Passaic City (PC)

SALEM COUNTY

Salem City (PC)

Mannington Twp.

Extension of Salem City

SUSSEX COUNTY

Branchville-Frankford (P)

Franklin-Hamburg-Hardyston-
Ogdensburg (PC)

Vernon (P)

WARREN COUNTY

Hackettstown-Independence-
Mansfield-(*Morris*) Mt. Olive-
Washington (PC)

Phillipsburg-Alpha-Greenwich-
Lopatcong-Pohatcong

APPENDIX B
LIST OF CENTERS

PROPOSED TOWNS

<i>BURLINGTON COUNTY</i>	Stone Harbor (P)	<i>MORRIS COUNTY</i>
Rt. 130 Corridor Plan	West Cape May	Lincoln Park (PC)
<i>Beverly-Delanco-Edgewater-Park</i>	Woodbine	Netcong (P)
<i>Burlington City</i>	<i>GLOUCESTER COUNTY</i>	Rockaway Boro (P)
<i>Florence-Roebling</i>	Westville	Jefferson
<i>Palmyra-Riverton-E. Riverton</i>	Paulsboro	<i>OCEAN COUNTY</i>
<i>Riverside-Cambridge</i>	Mantua	Lacey (P)
<i>Willingboro-Edgewater Park</i>	Monroe Twp.	Tuckerton (PC)
Bordentown City	<i>Williamstown</i>	<i>PASSAIC COUNTY</i>
Fieldsboro	<i>HUNTERDON COUNTY</i>	Haledon (P)
Pemberton Borough	Lambertville	Hawthorne
Pemberton Twp.	<i>MERCER COUNTY</i>	Little Falls
Maple Shade	Washington TWP.	Pompton Lakes
Moorestown	<i>Gordon Simpson Estate</i>	West Milford Twp.
Wrightstown	<i>MIDDLESEX COUNTY</i>	<i>Town Center (PC)</i>
<i>CAMDEN COUNTY</i>	Dunellen	<i>SALEM COUNTY</i>
Berlin	Edison	Pittsgrove - Upper Pittsgrove
Brooklawn	Jamesburg	<i>Extension of Elmer</i>
Collingswood	Middlesex	Piles Grove
Gibbsboro	Milltown (P)	<i>Extension of Woodstown</i>
Gloucester Twp.	<i>MONMOUTH COUNTY</i>	<i>SOMERSET COUNTY</i>
Haddonfield	Allentown (P)	Bernardsville (PC)
Winslow	Atlantic Highlands (P)	Bound Brook-South Bound Brook (P)
<i>CAPE MAY COUNTY</i>	Belmar	Hillsborough (P)
Avalon (P)	Bradley Beach	Manville (P)
Cape May (P)	Englishtown (P)	North Plainfield
Lower Twp.	Manasquan (P)	<i>SUSSEX COUNTY</i>
<i>North Cape May</i>	Middletown	Hampton
<i>Villas</i>	Neptune (P)	Montague (P)
Sea Isle City	Sea Bright	Sparta (P)
	Spring Lake	Stanhope (P)

**APPENDIX B
LIST OF CENTERS**

WARREN COUNTY

Belvidere

Washington B&T (PC)

PROPOSED VILLAGES

BURLINGTON COUNTY

Southampton

Vincentown (PC)

Chesterfield Twp.

TDC Receiving Area (P)

Crosswicks (P)

Lumberton

Bass River Twp.

New Gretna

Mansfield Twp.

Columbus

Georgetown

Crystal Lake

Hedding

Springfield Twp.

Jobstown

Juliustown

CAMDEN COUNTY

Gloucester Twp.

CAPE MAY COUNTY

Dennis Twp.

Ocean View

Clermont

South Dennis

South Seaville

Dennisville

Eldora

Lower Twp.

Schellenger's Landing

Ocean Drive

Middle Twp.

Del Haven (PC)

Swainton (PC)

Upper Twp.

Marmora/Palermo/Beesly's Pt

Petersburg

Seaville

Strathmere

Tuckahoe

CUMBERLAND COUNTY

Commercial Twp.

Mauricetown (P)

Laurel lake (P)

Port Norris (P)

Deerfield Twp.

Carmel

Deerfield

Rosenhayn

Downe Twp.

Dividing Creek

Fortescue

Newport

Fairfield Twp.

Fairton

Greenwich Twp.

Greenwich

Lawrence Twp.

Cedarville

Maurice River Twp.

Cumberland/Hesstown

Delmont

Dorchester/Leesburg

Heislerville

Port Elizabeth

Shiloh

Stow Creek Twp.

Stow Creek

Upper Deerfield Twp.

Deerfield

Seabrook

GLOUCESTER COUNTY

Greenwich Twp.

Gibbstown

Wenonah

Monroe Twp.

Cross-Keys

HUNTERDON COUNTY

Tewksbury

Oldwick (PC)

Bloomsbury (P)

Holland

Reigel Ridge/Spring Mills

Readington

Whitehouse Station

Three Bridges

APPENDIX B
LIST OF CENTERS

MERCER COUNTY

Lawrence Twp.
Lawrenceville (P)
Eldridge Park
West Windsor Twp.
Princeton Junction (P)
Edinburg
Ewing Twp.
West Trenton
Pennington-Hopewell
Hopewell Twp.
Titusville
Marshalls Corner
Washington Twp.
Windsor Village

MIDDLESEX COUNTY

East Brunswick Twp.
Historic Old Bridge
South Brunswick Twp.
Dayton
Kingston
Monmouth Junction
Plainsboro
Plainsboro Village
Old Bridge Twp.
South Old Bridge
Town Center

MONMOUTH COUNTY

Howell Twp.
Adelphia
Marlboro
Tinton Falls
Pine Brook

MORRIS COUNTY

Randolph
Mt. Freedom (PC)
Jefferson Twp.
Milton

OCEAN COUNTY

Jackson Twp.
Cassville
Ocean Twp.
Waretown (P)

Tuckerton-Little Egg-
Eagleswood

Parkertown (PC)
West Creek (PC)

PASSAIC COUNTY

West Milford Twp.
Charlottesburg (PC)
Hewitt (PC)
Oak Ridge (PC)

SALEM COUNTY

Alloway (PC)
Elsinboro Twp.
Sinnicks sons Landing
Oakwood Beach
Lower Alloways Creek
Harmersville
Canton
Hancocks Bridge
Mannington Twp.
Rt. 657
Rt. 540
Oldmans Twp.
Pedricktown

I-295

Pilesgrove Twp.
Sharptown
Yorktown
Pittsgrove Twp.
Centerton/Olivet
Brotmanville
Norma
US 40
Quinton
Upper Pittsgrove
Pole Tavern
Daretown
Monroeville

SOMERSET COUNTY

Bedminster
Bedminster (P)
Pluckemin (P)
Bridgewater
Bradley Gardens (P)
Martinsville (P)
Far Hills (P)
Franklin
Kingston (P)
Montgomery (P)
Peapack/Gladstone (P)
Rocky Hill (P)
Warren Twp.
Warrenville (P)
Watchung (P)
SUSSEX COUNTY
Andover Twp.
Springdale

**APPENDIX B
LIST OF CENTERS**

Byram	<i>Hainesville (P)</i>	WARREN COUNTY
<i>Lockwood (PC)</i>	<i>Kittatinny Lake (P)</i>	Hope (P)
Fredon	<i>Layton (P)</i>	
Montague	Sparta	
<i>Tri-State (P)</i>	<i>Woodruffs Gap (P)</i>	
Sandyston		

PROPOSED HAMLETS

BURLINGTON COUNTY	HUNTERDON COUNTY	<i>New City (PC)</i>
Chesterfield Twp.	Lebanon	<i>Newfoundland (PC)</i>
<i>Chesterfield (P)</i>	<i>Bunnvale</i>	SALEM COUNTY
<i>Sykesville (P)</i>	<i>Lower Valley</i>	Elsinboro Twp.
Springfield Twp.	<i>New Hampton</i>	<i>Hagersville</i>
<i>Jacksonville</i>	<i>Penwell</i>	Oldmans Twp.
CAPE MAY COUNTY	<i>Woodglen</i>	<i>Auburn</i>
Middle Twp.	West Amwell	Quinton Twp.
<i>Goshen (PC)</i>	<i>Mt. Airy</i>	<i>Elk Terrace</i>
CUMBERLAND COUNTY	MERCER COUNTY	SOMERSET COUNTY
Downe Twp.	Hamilton Twp.	Hillsborough
<i>Money Is./Gandy's Beach</i>	<i>Groveville</i>	<i>Clover Hill (P)</i>
Fairfield Twp.	<i>North Crosswicks</i>	Flagtown (P)
<i>Seabreeze</i>	Washington Twp.	<i>Neshanic (P)</i>
Greenwich Twp.	<i>New Canton</i>	<i>South Branch (P)</i>
<i>Springtown</i>	<i>New Sharon</i>	SUSSEX COUNTY
<i>Othello</i>	MIDDLESEX COUNTY	Fredon
Lawrence Twp.	South Brunswick Twp.	<i>Bear Brook</i>
<i>Centre Grove</i>	<i>Cottageville</i>	Hampton
Stow Creek Twp.	<i>Deans</i>	<i>Swartswood</i>
<i>Roadstown</i>	<i>Fresh Ponds</i>	Sandyston
	<i>Little Rocky Hill</i>	<i>Peter's Valley (P)</i>
	PASSAIC COUNTY	<i>Tuttle's Corner (P)</i>
	West Milford Twp.	Sparta

Blue Heron (P)

WARREN COUNTY

Alamuchy

Centers Identified by Counties and Municipalities in the 1992 SDRP

IDENTIFIED REGIONAL CENTERS

BERGEN COUNTY

Elmwood Park/Saddle Brook

Englewood

Fair Lawn

Fort Lee

Garfield/Lodi

Rutherford/Carlstadt/East

Rutherford/Wallington/Wood-
Ridge

Hackensack

Mahwah/Ramsey/Allendale/Up-
per Saddle River

Montvale/Park

Ridge/Woodcliff Lake

Paramus/Maywood/Rochelle
Park

Ridgewood

Teaneck

ESSEX COUNTY

Montclair

GLOUCESTER COUNTY

Elk

MIDDLESEX COUNTY

MetroPark-Woodbridge
Center (Edison and
Woodbridge)

N.J. Turnpike Interchange 8A
(South Brunswick and Monroe)

N.J. Turnpike Interchange 9 -

Route 18 (East Brunswick)

Perth Amboy

Raritan Center (Edison and
Woodbridge)

MONMOUTH COUNTY

Asbury Park

Eatontown

MORRIS COUNTY

Rockaway Town Square
(Rockaway Twp.)

OCEAN COUNTY

Jackson (Jackson Twp.)

Lakewood

PASSAIC COUNTY

Clifton

Wayne

UNION COUNTY

Cranford

Linden

Plainfield

Rahway

Summit

Union

Westfield

APPENDIX B
LIST OF CENTERS

IDENTIFIED TOWNS

ATLANTIC COUNTY	MIDDLESEX COUNTY	Landing
Somers Point	Avenel-Woodbridge (Woodbridge)	Madison
Ventnor	Carteret	Pequannock
BERGEN COUNTY	Colonia-Iselin (Woodbridge)	Pompton Plains
Bergenfield	Fords (Woodbridge)	Roxbury Twp.
Cliffside Park/Fairview	Heathcote (South Brunswick)	OCEAN COUNTY
Edgewater	Highland Park	Barnegat Light
Emerson	Kendall Park (South Brunswick)	Bay Head
Franklin Lakes	Laurence Harbor (Old Bridge)	Beach Haven (Long Beach Twp.)
Glen Rock	Morgan (Sayreville)	Island Heights
Hillsdale	North Central Monroe	Lakehurst
Ho-Ho-Kus	North Edison	Lavallette
Lyndhurst	Route 130 Corridor (North Brunswick)	Long Beach
Oakland	Route One (North Brunswick)	Mantoloking
Oradell	Rt. 33 (Monroe)	Ocean Gate
Ridgefield Park	Sayreville	Point Pleasant Beach
River Edge	Sewaren (Woodbridge)	Point Pleasant Boro
Teterboro	South Amboy	Seaside Park
Waldwick	South Plainfield	Ship Bottom
Westwood	South River	Surf City
CAMDEN COUNTY	Spotswood	SALEM COUNTY
Berlin Twp.	MONMOUTH COUNTY	Penns Grove-Carneys Point
Gibbsboro	Farmingdale	Pennville Twp. -Urban
Pine Hill	Keyport	SOMERSET COUNTY
GLOUCESTER COUNTY	Matawan	Somerset (Franklin)
Clayton	MORRIS COUNTY	UNION COUNTY
Deptford	Butler	Fanwood
HUNTERDON COUNTY	Chatham	Garwood
High Bridge	Denville	Springfield
Milford		

APPENDIX B
LIST OF CENTERS

IDENTIFIED VILLAGES

ATLANTIC COUNTY	Leonardville (Middletown)	Cedar Run (Stafford Twp.)
Belcoville (Weymouth Twp.)	Lincroft (Middletown)	Forked River (Lacey Twp.)
Longport	Reevytown (Asbury Ave. & GSP, Tinton Falls)	Stafford Forge (Stafford Twp.)
Port Republic	Roosevelt (Roosevelt)	Planned Village 1 (Plumsted)
GLOUCESTER COUNTY	Hornerstown (537/539, Upper Freehold)	Planned Village 2 (Plumsted)
Clarksboro (East Greenwich)	New Canton (I-195/Old York Rd., Upper Freehold)	PASSAIC COUNTY
Fairview (Washington)	No Name 1 (524/Doctors Ck., Upper Freehold)	Upper Ringwood (Ringwood)
Franklinville (Franklin)	No Name 2 (539/Elisdale Rd., Upper Freehold)	SALEM COUNTY
Malaga (Franklin)	Pullentown (I-195/Sharon Station Rd. Upper Freehold)	Proposed Village (Rt. 540) (Mannington Twp.)
Mickleton (East Greenwich)	Wrightville (I-195/Imlays Rd., Upper Freehold)	Proposed Village (Rt. 657) (Mannington Twp.)
Mt. Royal (East Greenwich)	MORRIS COUNTY	US40 Village (Pittsgrove Twp.)
Mullica Hill (Harrison)	Berkshire Valley (Jefferson Twp.)	Willow Grove (Pittsgrove Twp.)
Newfield (Newfield)	Gillette (Passaic Twp.)	SOMERSET COUNTY
HUNTERDON COUNTY	Green Pond (Rockaway Twp.)	East Millstone (Franklin)
Califon (Califon)	Green Village (Chatham Twp.)	Finderne (Bridgewater)
Frenchtown	Hibernia (Rockaway Twp.)	Liberty Corner (Bernards)
Glen Gardner (Glen Gardner)	Ionia (Randolph Twp.)	Middlebush (Franklin)
Hampton (Hampton)	Long Valley (Washington Twp.)	Millstone (Millstone)
Pittstown (Franklin Twp.)	Marcella (Rockaway Twp.)	Neshanic Station (Branchburg)
Ringoes (E. Amwell Twp.)	Meyersville (Passaic Twp.)	North Branch (Branchburg)
Sergeantsville (Delaware Twp.)	Millington (Passaic Twp.)	Franklin Park (Franklin)
Stockton (Stockton Borough)	Sterling (Passaic Twp.)	Hillsborough Village Square
MIDDLESEX COUNTY	OCEAN COUNTY	Pike Run (Montgomery)
Applegarth (Monroe)	Barnegat (Barnegat Twp.)	SUSSEX COUNTY
Helmetta Borough (Helmetta Borough)		Barry Lakes (Lebanaon Twp.)
MONMOUTH COUNTY		Cliffwood Lake (Vernon)
Ardena (Howell)		Culvers Inlet (Sandyston Twp.)
East Keansburg (Middletown)		Cranbury Lake (Byram Twp.)
Hance Park (Tinton Falls)		Highland Lake (Vernon Twp.)
Holmdel (Holmdel)		
Leonardo (Middletown)		

APPENDIX B
LIST OF CENTERS

Holiday Lake (Montigue Twp.)

Lake Panorama (Vernon)

Lake Tranquility (Green Twp.)

Stillwater (Stillwater Twp.)

Sussex Mills (Sparta)

Vernon Valley Lakes (Vernon)

WARREN COUNTY

Asbury (Franklin Twp.)

Blairstown (Blairstown Twp.)

Broadway (Franklin Twp.)

Buttzville (White Twp.)

Columbia (Knowlton Twp.)

New Village (Franklin Twp.)

APPENDIX B
LIST OF CENTERS

IDENTIFIED HAMLETS

ATLANTIC COUNTY	Pottersville (Readington Twp.)	Imlaystown (Upper Freehold)
Corbin City (Corbin City)	Quakertown (Franklin Twp.)	New Sharon (Upper Freehold)
East Vineland (Buena Vista Twp.)	Readington (Readington Twp.)	Ramtown North (Howell)
Five Points (Buena Vista Twp.)	Reaville (East Amwell Twp.)	Ramtown South (Howell)
Thompstontown (Hamilton Twp.)	Rocktown (East Amwell Twp.)	MORRIS COUNTY
CUMBERLAND COUNTY	Rosemont (Delaware Twp.)	Ironia (Randolph Twp.)
Proposed (Millville City)	Stanton (Readington Twp.)	Long Valley (Washington Twp.)
HUNTERDON COUNTY	Vernoy (Tewksbury Twp.)	Meyersville (Passaic)
Baptistown	Wertsville (East Amwell)	OCEAN COUNTY
Barbertown	West Portal (Bethlehem)	Cedar Bonnet Island (Stafford Twp.)
Cherryville (Franklin Twp.)	MIDDLESEX COUNTY	Marshall's Corner (Plumsted Twp.)
Clover Hill (Raritan Twp.)	Cranbury Station (Cranbury)	Van Hiseville (Jackson Twp.)
Cokesbury (Tewksbury Twp.)	Gravel Hill (Monroe)	Hamlet 1 (Jackson)
Croton	Matchaponix (Monroe)	Hamlet 2 (Jackson)
Everittstown (Franklin Twp.)	Mounts Mills (Monroe)	Hamlet 1 (Plumsted)
Jutland (Union Twp.)	Tracy (Monroe)	Hamlet 2 (Plumsted)
Linvale (East Amwell Twp.)	MONMOUTH COUNTY	PASSAIC COUNTY
Little York (Alexandria Twp.)	Arneytown (Upper Freehold)	Glenwild Lake (Bloomingtondale)
Mountainville (Tewksbury)	Cream Ridge (Upper Freehold)	Lake Iosco (Bloomingtondale)
Mt. Pleasant (Alexandria Twp.)	Ellisdale (Upper Freehold)	Lake Kampfe (Bloomingtondale)
Norton (Union Twp.)	Extonville (Upper Freehold)	SALEM COUNTY
Pattenburg (Union Twp.)		Forest Lane (Carneys Point Twp.)

APPENDIX B
LIST OF CENTERS

SOMERSET COUNTY

Belle Mead
(Montgomery)

Blawenburg
(Montgomery)

Centerville (Branchburg)

Griggstown (Franklin)

Harlingen (Montgomery)

Zion
(Hillsborough/Montgomery)

SUSSEX COUNTY

Beemerville (Wantage
Twp.)

Colesville (Wantage
Twp.)

Drew Lakes (Vernon
Twp.)

Glenwood Lake (Vernon)

High Breeze

Hunt's Pond (Green
Twp.)

Lake Conway

Kimbles Pond (Sparta
Twp.)

Lake Glenwood (Vernon
Twp.)

Lake Wallkill (Vernon
Twp.)

Middleville (Stillwater
Twp.)

Pleasant Valley (Vernon
Twp.)

Quarryville (Wantage
Twp.)

Swartswood (Stillwater)

Woodruffs Gap (Sparta
Twp.)

APPENDIX C
PUBLICATIONS LIST

C. PUBLICATIONS LIST

This section contains publications of the Office of State Planning. Publications listed as Technical Reference Documents that were prepared by consultants or staff to inform deliberations of the State Planning Commission, and do not necessarily represent policies or other provisions, or their basis of the adopted State Development and Redevelopment Plan or State Planning Rules.

Publications can be ordered on-line on the Internet World Wide Web at

<http://www.state.nj.us/osp/osppubs.htm>. A number of publications are directly available on-line for review. Additional public information materials including newsletters, brochures and videos are also available. Out of print documents are available for inspection at the Office of State Planning.

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(N.J.S.A. 52:18A-196 et seq.).

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A Survey of Public Opinion, Vol. II: Tabular
Report. The Gallop Organization, January
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4 New Jersey Land Use Planning,
A Survey of Public Opinion, Vol. III:
Supplemental Report. The Gallop
Organization, January 1987. (*Technical
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5 Report on New Jersey Council on
Affordable Housing. Siemon, Larsen, Mattlin
& Purdy, January 1987. (*Technical
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6 Report on Regional Planning in
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7 The State Planning Process in
New Jersey. Siemon, Larsen, Mattlin &
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8 Statewide Growth Management
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February 1987. (*Technical Reference
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11 Trends and Hard Choices:
Setting Policy Objectives for New Jersey's
Future. New Jersey Office of State
Planning, 1987. (*Technical Reference
Document*)

12 By-Laws of the State Planning
Commission. New Jersey State Planning
Commission, March 1987.

13 Environment Management
Standards. Siemon, Larsen, Mattlin & Purdy,
April 1987. (*Technical Reference
Document*)

14 Implementation Report. Freilich,
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(*Technical Reference Document*)

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- 15** Infrastructure Needs Assessment. Hammer, Siler, George Associates, May 1987. (*Technical Reference Document*)
- 16** Technical Memoranda on Past Growth, Existing Conditions and Growth Projections. Hammer, Siler, George Associates, May 1987. (*Technical Reference Document*)
- 17** Comparison of Infrastructure for Alternative Concept Plans for New Jersey. Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. (*Technical Reference Document*)
- 18** Delineation and Comparison of Alternative Futures. Wallace, Roberts & Todd in consultation with Robert Freilich, January 1988. (*Technical Reference Document*)
- 19** The Preliminary Draft Plan: Policies and Standards. Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. (*Technical Reference Document*)
- 20** The Tier Concept Applied to New Jersey. Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. (*Technical Reference Document*)
- 21** Trends and Patterns of Growth. Wallace, Roberts & Todd in consultation with Robert Freilich, June 1987. (*Technical Reference Document*)
- 22** Environmental Planning Elements. Rogers, Golden & Halpern, January 1988. (*Technical Reference Document*)
- 23** Market Trend Perspectives of New Jersey Business and Development Leadership. Hammer, Siler, George Associates, September 1988. (*Technical Reference Document*)
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- 25** The Taking Issue. Siemon, Larsen, Mattlin & Purdy, December 1987. (*Technical Reference Document*)
- 26** Statement of Purpose of the New Jersey State Planning Commission. New Jersey State Planning Commission, October 31, 1986. Revised February 13, 1987.
- 27** Chronology of State Planning in New Jersey. New Jersey Office of State Planning, (1987).
- 28** What is Cross-Acceptance? New Jersey Office of State Planning, 1987. (*Brochure*)
- 29** State Planning Rules. N.J.A.C. 17:32 et seq. New Jersey State Planning Commission, March 21, 1988 and subsequent amendments. (*Technical Reference Document*)
- 30** The New Jersey Freshwater Wetlands Protection Act as it Relates to Stream Corridor Buffer Considerations in the State Development and Redevelopment Guide Plan. Rogers, Golden & Halpern, January 1988. (*Technical Reference Document*)
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- 34** Infrastructure Technical Advisory Committee Report. Submitted to the New Jersey Office of State Planning, June 1988.
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- 37** Agriculture Technical Advisory Committee Report. Submitted to the New Jersey Office of State Planning, July 1988.
- 38** Housing Technical Advisory Committee Report. Submitted to the New Jersey Office of State Planning, July 1988.
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- 40** Environmental Assessment Technical Advisory Committee Report. Submitted to the New Jersey Office of State Planning, July 1988.
- 41** Rural Policy Technical Advisory Committee Report. Submitted to the New Jersey Office of State Planning, July 1988.
- 42** Transportation/Air Quality Technical Advisory Committee Report. Submitted to the New Jersey Office of State Planning, July 1988.
- 43** Economic Fiscal Impact Technical Advisory Committee Report. Submitted to the New Jersey Office of State Planning, August 1988.
- 44** Tracking Growth and Change in New Jersey: A Framework for a Growth Management Information Program for the New Jersey State Development and Redevelopment Plan. The Urban Institute, December 1988. (*Technical Reference Document*.)
- 45** A Citizen's Guide to the State Planning Process. New Jersey Office of State Planning, n.d. (*Brochure*)
- 46** Land Availability Analysis of the Draft Preliminary State Development and Redevelopment Plan. New Jersey Office of State Planning, March 1989 (revised). (*Technical Reference Document*)
- 47** Planning for the Future, A Program about the State Development and Redevelopment Plan. New Jersey State Planning Commission, 1988. (*Video*)
- 48** 1988 Planning Calendar. New Jersey Office of State Planning, 1988. (Out of print)
- 49** Tomorrow's New Jersey. New Jersey State Planning Commission, 1988. (*Brochure*)
- 50-1** Draft Preliminary State Development and Redevelopment Plan. 2 vols. New Jersey State Planning Commission, January 1988.
- 50-2** Draft Preliminary State Development and Redevelopment Plan: Executive Summary. New Jersey Office of State Planning, January 1988. 26 pages.
- 51** Communities of Place: The New Jersey Preliminary State Development and Redevelopment Plan. 3 vols. New Jersey State Planning Commission, November 1988. (Out of print).
- 52** Cross-Acceptance Manual. New Jersey Office of State Planning, May 1988.
- 53** The State Planning Bulletin. November 1987 - October 1988. Superseded by Communities of Place, The State Planning Bulletin, February 1989.
- 54** Population Trends and Projections. New Jersey Office of State

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56 County Informational Meetings Abstracts. New Jersey Office of State Planning, 1989.

57 Description of the Negotiation Phase of Cross-Acceptance. New Jersey Office of State Planning, September 1989.

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59 Distributing Population and Employment Forecasts to Municipalities. James Reilly and Paul Gottlieb. New Jersey Office of State Planning, April 1990. (*Technical Reference Document*)

60 Projecting Costs for Roads under Various Growth Scenarios. Paul Gottlieb. New Jersey Office of State Planning, April 1990. (*Technical Reference Document*)

61 Projecting State and Local Operating Budgets under Various Growth Scenarios. Paul Gottlieb. New Jersey Office of State Planning, April 1990. (*Technical Reference Document*)

62 Projecting Cost for School Buildings under Various Growth Scenarios. James Reilly. New Jersey Office of State Planning, April 1990. (*Technical Reference Document*)

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82 Assessment of Trend Infrastructure Needs to 2010. New Jersey State Planning Commission, January 1992.

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85 Business and Labor State Planning Advisory Committee Report #1. New Jersey Office of State Planning, April 1992.

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88 Resource Planning and Management State Planning Advisory Committee Report #2. New Jersey Office of State Planning, April 1992.

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90 Interim Assessment of Infrastructure Needs to 2010: New Jersey State Development and Redevelopment Plan. New Jersey State Planning Commission, April 1992. (Out of print)

91 Amendments to the Interim State Development and Redevelopment Plan for the State of New Jersey. New Jersey State Planning Commission, April 1992.

92 Amendments to the Interim Statement of Agreements, Disagreements and Concerns of the State Development and Redevelopment Plan for the State of New Jersey. New Jersey Office of State Planning, April 1992.

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93 Amendments to the Interim
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The following documents were added to the OSP Publications Catalog after the adoption of the State Plan in 1992. Many of these reports are available for viewing on-line on the OSP web page at: www.state.nj.us/osp/osppubs.htm.

94 Communities of Place: The New Jersey State Development and Redevelopment Plan. New Jersey State Planning Commission, June 12, 1992.

95 Assessment of Infrastructure Needs to 2010: New Jersey State Development and Redevelopment Plan. New Jersey State Planning Commission, June 12, 1992.

96 Monitoring and Evaluation Program for the New Jersey State Development and Redevelopment Plan. New Jersey State Planning Commission, June 12, 1992.

97 Statement of Agreements and Disagreements of the State Development and Redevelopment Plan. New Jersey State Planning Commission, June 12, 1992.

98 Report on Implementation Issues. New Jersey State Planning Commission, June 12, 1992.

99. The Centers Designation Process. Robert Kull. New Jersey Office of State Planning, February 1993. *(Technical Reference Document)*

100 Population Trends and Locational Analysis. James Reilly. New Jersey Office of State Planning, January 1993. *(Technical Reference Document)*

101 Guidelines for Preparing a Strategic Revitalization Plan. David Maski. New Jersey Office of State Planning, June 16, 1993. Revised December 1, 1995. *(Technical Memorandum #1)*

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104 Density, Design, and Infrastructure Cost: Physical Survey of New Jersey Development. Paul Gottlieb. New Jersey Office of State Planning, June 1990. *(Technical Reference Document)*

105 Sewer Data Sources. New Jersey Office of State Planning, March 1989. *(Technical Reference Document)*

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Although these definitions are consistent, to the extent practicable, with State statutes and regulations, they are meant to be used only in the context of the Plan, and are not meant to supersede definitions in such statutes or regulations.

ADA means the Americans with Disabilities Act.

Agricultural Management Practices means those farming techniques recommended by the State Agriculture Development Committee and includes but is not limited to practices for the following purposes:

- (1) the production of agricultural and horticultural crops, trees and forest products, livestock, and poultry and other commodities as described in the Standard Industrial Classification for agriculture, forestry, fishing and trapping,
- (2) the processing and packaging of the agricultural output of the farm,
- (3) the wholesale and retail marketing of the agricultural output of the farm and related products that contribute to farm income,
- (4) the replenishment of soil nutrients,
- (5) the control of pests, predators and diseases of plants and animals,
- (6) the clearing of woodlands, the installation and maintenance of vegetative and terrain alterations and other physical facilities for water and soil conservation and surface water control in wetlands areas, and
- (7) the on-site disposal of organic agricultural wastes.

Access Management Plan means a plan showing the design of access for every lot on a given road or highway segment.

Affordable Housing means housing with a sales price or rent within the means of a low-and moderate-income household as defined by **COAH**.

Agriculture means farming in all its branches and including:

- (1) the cultivation and tillage of the soil,
- (2) the production, cultivation, growing, and harvesting of any agricultural, viticultural or horticultural commodities,
- (3) the raising and/or the breeding of livestock including but not limited to dairy and beef cattle, sheep, goats, fur-bearing animals, companion animals, poultry and swine,
- (4) the breeding, boarding, raising or training of equine,
- (5) the commercial harvesting, production and processing of fish and shellfish, including aquaculture and marine production,
- (6) the commercial production of bees and apiary products,
- (7) the production of nursery, sod, floriculture and forest products, and

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(8) the harvesting, storage, grading, packaging, processing, distribution, and sale of such commodities where such activities occur at the point of production.

Agricultural Development means development that is directly related to agriculture and occurs on a parcel of land where agriculture occurs, including dwellings for individuals and associated households actively engaged in agriculture on the site.

Aquaculture means the propagation, rearing and subsequent harvesting of aquatic organisms with the need for an approximate source of water in controlled or selected environments, and the subsequent processing, packing and marketing.

Aquatic Organism means and includes, but need not be limited to, finfish, mollusks, crustaceans, and aquatic plants.

Aquifer means a subsurface geological formation which produces water to wells or other surface waters.

Aquifer Recharge Area means the surface area (land or water) through which an aquifer is replenished. (See ***Prime Aquifer Recharge Area*** and ***Locally Important Aquifer Recharge Area***)

Arterial Highway means a highway designed for high-speed travel between or within communities or to and from collectors and expressways. These highways provide mobility as a primary function and access as a secondary function.

Barren Land means land covered by thin soil, sand or rocks, with little or no vegetation, in a non-urban setting. It may be natural or the result of human activities such as mining. It is a category of land cover used by the US Geological Survey.

Best Management Practices (BMPs) means schedules of activities, prohibition of practices, maintenance procedures, and other management practices to prevent or reduce non-point source pollution.

Big Box means a large industrial-style building with a footprint of up to 200,000 square feet and the mass of a three-story (30+ feet) building, generally used for retail commercial purposes.

Biodiversity means the variety of biological species within ecosystems together with the genetic variation within each species. (See ***Critical Habitat***)

Brownfields means any former or current commercial or industrial site that is currently vacant or underutilized and on which there has been, or there is suspected to have been, a discharge of contaminants.

Build-Out Analysis means an estimation of the projected population, employment and types and sizes of land uses in an area, generally a municipality or county, when it has been fully developed in accordance with the zoning ordinance and other applicable regulations and planned investments. It may include such things as the physical appearance of the area and the demand for utilities and services, and can be based on simple projections or sophisticated modeling.

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CAFRA means the Coastal Area Facility Review Act (N.J.S.A. 13:19-4).

COAH means *Council On Affordable Housing*.

Capacity Analysis means determination of the limiting factor in an area's ability to grow and detailed evaluation of the capacity of that limiting factor, usually some element of infrastructure (existing or planned) or natural resources.

Capital Facilities are the land, building and other physical facilities under public ownership, or operated or maintained for public benefit, that are necessary to support development and redevelopment and to protect the public health, safety, and welfare. Capital facilities include the physical elements of infrastructure, such as systems for transportation, energy, telecommunications, parks, water supply, wastewater disposal, storm water management, shore protection, solid waste management, public health care, public education, higher education, arts, historic resources, public safety, justice, public administration, and public housing.

Capital Plan means a schedule or timetable of all future capital improvements to be carried out during a specific time period and listed in order or priority, together with cost estimates and the anticipated means and sources of financing each project.

Carbon Monoxide Hot Spots means local violations of NAAQS and state standards for carbon monoxide.

Cartway means the actual road surface area from curblin to curblin which may include travel lanes, parking lanes and deceleration and acceleration lanes. Where there are no curbs, the cartway is that portion between the edges of the paved, or hard surface, width. See N.J.A.C. 5:21-1.4.

Category 1 Waters means waters designated for protection by DEP because of their clarity, scenic setting, aesthetic value, exceptional significance for the surrounding ecology, recreational use, water supply or as a fishery resource. See N.J.A.C. 7.9B-1.15(c) through(h).

Center means a compact form of development with one or more **Cores** and residential neighborhoods located within a **Community Development Area**. Centers range in scale from an **Urban Center**, to a **Regional Center**, **Town Center**, **Village**, and **Hamlet**. Centers in Fringe, Rural and Environmentally Sensitive Planning Areas must be surrounded by a Community Development Boundary distinguishing the Center from its **Environs**. Centers in Metropolitan and Suburban Planning Areas and the Environmentally Sensitive/Barrier Island Planning Area may have a **Community Development Boundary**, where **Environs** exist to be protected.

Chaining with regard to transportation means combining trips, for instance, stopping at the grocery store on the way home from work instead of going home and then going out again. Chaining reduces the number of cold starts for automobiles and enhances the possibilities for retail development around transit stops, as well as for shared parking in many cases and Center-like development generally.

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Coastal Region means the geographic area within the **Coastal Zone** regulated under **CAFRA**.

Coastal Zone means the geographic area regulated by the DEP Rules on Coastal Resources and Development (N.J.A.C. 7:7E-1.1 et seq.). These areas include the Coastal Area under the jurisdiction of the CAFRA (N.J.S.A. 13:19-1 et seq.), all other areas now or formerly flowed by the tide, shorelands subject to the Waterfront Development Law (N.J.S.A. 12:5-3), regulated Wetlands listed at N.J.A.C. 7A-1.13, and the **Hackensack Meadowlands Development Commission** District as defined by N.J.S.A. 13:17-4.

Combined Sewer means a sewerage system that carries both sanitary sewage and stormwater runoff.

Commercial-Manufacturing Node means a significant concentration of commercial, light manufacturing or warehousing and distribution facilities and activities which are not located in a **Center** and are not organized in a **Compact** form.

Community Development Area means the land around a **Core** and within the **Community Development Boundary** of a **Center** where the Infrastructure, including sewers, public water supply, other utilities and community facilities and services are provided (or are planned to be provided) in order to accommodate the anticipated long-term growth of the **Center**.

Community Development Boundary means the line between a **Community Development Area** and the environs of a **Center**. The boundary is defined by physical features, such as rivers, roads, or changes in the pattern of development or by open space or farmland.

Community of Place means a dynamic, diverse, compact and efficient **Center** that has evolved and been maintained at a human scale, with an easily accessible central core of commercial and community services, residential units, and recognizable natural and built landmarks and boundaries that provide a sense of place and orientation.

Community Sewage System or **Community Wastewater System** means a community sanitary sewage system including collection, treatment, and disposal facilities in public or appropriate private ownership, serving a part or all of a single **Center** or municipality. It is intermediate in scale between a Regional Sewer System and an **Individual Sewage System**.

Compact means a pattern of land development with sufficient density of development and proximity between uses and activities to encourage pedestrian movement and efficient provision of public facilities and services.

Comprehensive Plan means a statement, including maps, to guide all aspects of development and preservation in a coordinated way for a given jurisdiction. It includes an inventory and analysis of current conditions in and around the area and policies to guide future actions. (See **Capital Plan**)

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Comprehensive Planning means the continuous process of preparing, modifying or updating a comprehensive plan.

Consensus means a level of general agreement that has been reached by a forum in which all members of the group had an opportunity to participate. Consensus does not necessarily imply unanimity.

Consistency or **Consistent** means a policy or standard in a local, county or regional plan or regulation which is substantially the same as or has the same effect as the corresponding Policy in the State Plan. (See **State Planning Rule**)

Core means a pedestrian-oriented area of commercial and civic uses serving the surrounding municipality or **Community Development Area**, generally including housing and access to public transportation.

Council On Affordable Housing, or **COAH**, means a State agency, created by the Fair Housing Act of 1985 (N.J.S.A. 52:27D-301 et seq.), to assess the need for low- and moderate-income housing in New Jersey, and to oversee municipal responses to meet that need. (See **Low Income Household** and **Moderate Income Household**)

County Agricultural Development Board (CADB) means, a county board responsible for developing and adopting local agricultural retention and development programs to encourage the agricultural business climate and the preservation of agricultural land in the county (pursuant to N.J.S.A. 4:1C-1 et seq.). 16 Counties have CADBs.

Critical Environmental Features means those natural characteristics within a landscape that are necessary for the maintenance or improvement of water quality and supply; for the protection and preservation of **Critical Habitat**; or for the conservation of the natural resources of the State. They include, but are not limited to: those areas meeting the definition of **Critical Habitat**; the floodways and floodplains of stream and river corridors; Pinelands ground and surface waters; buffer areas for public community water supply systems and watersheds; prime aquifer recharge areas and wellhead protection areas; critical slope areas; karst or limestone landforms such as sinkholes, caves, springs and disappearing streams; coastal dunes, beaches and shorelines; and wildlife corridors. (See **Critical Habitat** and **Environmentally Sensitive Features**)

Critical Environmental Site means an area of generally less than one square mile which includes one or more Critical Environmental Features and is recognized by the **SPC**.

Critical Habitat means areas that are critical to maintaining New Jersey's **Biodiversity**, including those containing:

- (1) habitats of endangered or threatened plant or animal species, as determined by DEP and USEPA,
- (2) pristine waters designated by DEP as Category 1 waters and their watersheds

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within and above their pristine water segment, and trout production and trout maintenance waters and their watersheds, as designated by DEP (N.J.A.C. 7:9 et seq.),

(3) coastal and freshwater wetlands as defined by DEP (N.J.A.C. 7:7A-1.4 and N.J.A.C. 7:7E-3.27)

(4) prime forested areas, including mature stands of native species,

(5) ridgelines, gorges and ravines,

(6) grasslands, and

(7) staging areas for migratory species.

Critical Slope Area means an area predominantly characterized by either an average change in elevation greater than 15% of the corresponding horizontal distance through the slope (15% slope), or by a very high erosion hazard as indicated by an erodibility factor “k” of 0.40 or greater as determined by the United States Department of Agriculture, Natural Resources Conservation Service.

Cross-Acceptance or **Cross-Acceptance Process** means the process of comparing the provisions and maps of local, county and regional plans and regulations with those of the State Plan and the dialogue which occurs among participants during and after this process to achieve consistency among the plans. The three phases of cross-acceptance are comparison, negotiation and final review. Cross-acceptance is required by the *State Planning Act* and described further in the *State Planning Rule* and in the Cross-Acceptance Manual.

Cross-Acceptance Manual means a document prepared by *OSP* for the purpose of guiding negotiating entities through the *Cross-Acceptance* process.

Cross-Acceptance Period means the time between the date of release of the Preliminary State Plan by the *SPC* and 30 days beyond the last of the six public hearings on the State Plan as provided for in the *State Planning Rule*.

Cross-Acceptance Report means a written statement submitted by the Negotiating Entity to the *SPC* describing the findings, recommendations, objections and other information as set forth in the Cross-Acceptance Manual.

Cultural Center means a facility or network of facilities offering a broad range of programs in the performing, plastic, graphic and other arts, as designated by the State Council on the Arts pursuant to the State and Regional Centers of Artistic Excellence Act, N.J.S.A. 52:16A-26.1, et seq.

Cumulative Impact means the total impact which results from the impact of the individual action under consideration when added to the impacts of other past, present, and reasonably foreseeable future actions.

DCA means the New Jersey Department of Community Affairs.

DEP means the New Jersey Department of Environmental Protection.

DOT means the New Jersey Department of Transportation.

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Density means the number of families, individuals, dwelling units, or households per unit of land. (See *Housing Density* and *Population Density*)

Density Transfer means a governmentally enabled development strategy for directing development away from less suitable areas (sending areas) and to areas that are more suitable for development (receiving areas). Density Transfers permit the transfer of permitted density or Development Rights (as granted by local zoning or other development regulations) associated with a property in the sending area to a property in the receiving area. The property that sends the development rights is then restricted by a deed restriction, Easement or other means from ever using the rights sold.

Designated Center means a *Center* that has been officially recognized as such by the *SPC*.

Developable Land means unimproved land exclusive of:

- (1) public open space,
- (2) land precluded from development due to deed restrictions, and
- (3) land deemed undevelopable by State or local regulation of natural features (e.g. slopes, wetlands, etc.)

Development means the following activities:

- (1) the division of a parcel of land into two or more parcels
- (2) the construction, reconstruction, conversion, structural alteration, relocation, enlargement, or demolition of a structure, or of any mining, excavation, landfill, or deposition
- (3) any use, or change in the use, of any structure, or land, or extension of use of land.

Development Capacity means the extent to which an area can support development consistent with sustaining appropriate levels of economic performance, infrastructure, public fiscal capacity, community quality of life, and the functional integrity of *Natural Systems*.

Development Fees means charges imposed by municipalities on developers as part of the effort to provide affordable housing, pursuant to 26 N.J.R. 2332 Subchapter 8.

Development Regulation means a zoning ordinance, subdivision ordinance, site plan ordinance, official map ordinance or other regulation of any public agency concerning the use and development of land.

Development Rights means the nature and the extent to which land, including the air space above and subsurface resources, may be developed under zoning and other development regulations. (See *Land*)

Direct Impacts are the effects which are caused by an action and occur at the same time and place as the action.

Distress (See *Municipalities and Centers Experiencing Distress*)

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Distribution Center means a concentration of facilities devoted to the storage and shipment of goods.

Easement means a legal conveyance that sets forth certain restrictions or that grants certain rights on the use and development of property, sometimes referred to as a deed restriction. Easements may be purchased from the property owner or donated by the owner to an agency (e.g., State, county and municipal governments, some environmental commissions, charitable organizations and private land trusts, etc.). The holder of an easement agrees to perform periodic inspections and to take legal action, if necessary, to ensure that easement provisions are met. Easements run with the land and are generally granted in perpetuity, but may be of limited term.

Ecological Integrity means the maintenance of the natural functions and interactions of a community of plant and animal species with its physical environment. (See *Natural Systems*)

Ecosystem means a *Natural System* formed by the interaction of a community of plant and animal species with its physical environment.

Effectiveness means the ability to accomplish a desired goal or effort.

Efficiency means the accomplishment of a job with a minimum expenditure of time, effort and cost.

Endangered and Threatened Species means species of plants or animals which are designated as endangered or threatened by DEP pursuant to the New Jersey Non-game and Endangered Species Act (N.J.S.A. 23:2A-1 et seq.) or by USEPA pursuant to the Federal Endangered Species Act (16 U.S.C.A. 1531-43).

Endorsed Plan means a municipal, county or regional plan which has been formally endorsed by the *SPC* as a result of finding it consistent with the State Plan.

Environmental Commission means a group established by municipal ordinance under N.J.S.A. §40:56A empowered to conduct research and make recommendations on the use of land, water resource management, on open space preservation, air pollution control, solid waste management, soil and landscape protection among other concerns. Environmental Commissions are also required to collect and maintain information on open lands and various resources for use in the municipal master plan and in planning development.

Environmental Resource Inventory (ERI) means a description and analysis of natural resources and systems, including environmental problems, generally prepared by an Environmental Commission for use in the comprehensive planning of a municipality or county, to be applied in capacity-based analysis and to aid in review of development applications. Sometimes known as Natural Resource Inventories (NRIs).

Environmentally Sensitive Features means natural resources, the disturbance of which may impair the functioning of natural systems. This term can be used

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interchangeably with *Critical Environmental Features* and includes, but is not limited to, the attributes of *Critical Habitat*.

Environs means the area outside the Community Development Boundaries of Centers.

Equity Insurance means a government or privately sponsored annuity or other sustained fund the purpose of which is to retire land development rights by means of landowner payment at the time of, for instance, sale of land, retirement, or death of landowner.

Existing Sewer Service Area means an area that is currently served by a regional or Community Sewage System. (See *Community Sewage System*, *Planned Sewer Service Area*, and *Regional Sewage System*)

Existing-Use Zoning means a mechanism for communities to retain prevailing land use except where change serves a compelling public interest, whereby the lawful uses of each piece of land are the uses which the parcel already is reasonably adapted. Existing-use zoning is appropriate in non-urban areas where a planning objective is to avoid dynamic changes in patterns of land use, and is suited to those relatively undisturbed locales where the normal presumption runs against active modification of current land use.

Externality means a cost or benefit that is not included in the price of a good, e.g., the cost of air pollution to society is not included in the price of the goods and services that create the air pollution.

Farmland Preservation Program means a voluntary program as defined in the Agriculture Retention and Development Act (N.J.S.A. 4:1C-11 et seq.) “which has as its principal purpose the long-term preservation of significant masses of reasonably contiguous agricultural land within agricultural development areas . . . and the maintenance and support of increased agricultural production as the first priority of that land,” including programs for the purchase of development rights, easements and deed restrictions and programs for financial assistance subject to approval by the State Agriculture Development Committee.

Flood Control Priority Area means those areas in which additional flood control planning measures are needed on an emergency basis, as designated in the New Jersey Statewide Flood Control Master Plan.

Flood Hazard Area means the area within a flood plain subject to flooding from a storm with a frequency of recurrence of once or more per 100 years.

Flood Plain* or *Flood Prone Area means the channel and the area adjoining the channel of a stream or river which has been or may be covered by flood water.

Full Cost Accounting means accounting which includes Externalities and covers the full Life Cycle of the system or item being costed out.

Fully Developed means areas where nearly all development opportunities consist of redevelopment.

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Functional Integrity means the ability of a system to continue to function as a viable whole without excessive outside support. (See **Development Capacity**)

Functional Plan or **Functional Master Plan** means a plan prepared by a State agency, county, municipality, or other public entity to specify and coordinate the provision of one or more infrastructure systems or programs and related services. (See **Infrastructure**)

General Plan means a Comprehensive Plan.

Geographic Information System (GIS) means a computerized system, for the storage, management, analysis and retrieval of geographically referenced information and associated tabular or attribute data.

Goal means a desired state of affairs towards which planned effort is directed.

Gray Infrastructure means the capital assets conventionally referred to as Infrastructure, including roads, sewers and schools.

Green Infrastructure means the natural resources and systems including trees, streams and open space, which form part of the foundation for community development.

Greenbelt means an area of open land defining the edge of a developed area or Community Development Boundary and , used as a buffer between land uses, to mark the edge of a developed area or to reserve land for the long-term future. It may be cultivated or maintained in a natural state.

Greenfields means raw land that requires infrastructure before it can be developed.

Greenway means a region wide linear corridor of permanently preserved public and private land linking the State's urban, suburban and rural areas, public recreation areas or environmentally sensitive areas. Parts of Greenways are established as scenic and recreational open space, but parts are also set aside for farming, wildlife habitat and other non-recreational uses. Trails often coincide with Greenways, but parts of Greenways may not permit through public access and not all Trails are part of regional systems. A **Greenbelt** may function as part of a Greenway or vice versa.

Growth Management means the conscious public effort to induce, restrain, or accommodate development in any geographic setting and at any governmental level. Growth management systems provide a means for government to establish comprehensive goals and objectives designed to address the problems of growth through an integrated system of administrative, financial and regulatory programs.

HMDC means the **Hackensack Meadowlands Development Commission**.

Hackensack Meadowlands Development Commission (HMDC) means a State agency created by the Hackensack Meadowlands Reclamation and Development Act (N.J.S.A. 13:17-1, et. seq., L. 1968, c. 404) to oversee the growth and development of 21,000 acres of Hackensack River meadows in 14 municipalities in

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the region, to protect the delicate balance of nature, and to continue to use the meadows to meet the region's solid waste needs.

Hamlet means a small scale, compact residential settlement with one or more community-related functions that accommodates development in a more compact form than might occur otherwise in scattered clusters and single tract, standard design subdivisions on nearby individual tracts of land.

Headwaters means the watershed of a first order stream (one that is not fed by a tributary stream).

Heat Island means the area of increased temperatures (and sometimes increased wind turbulence) that is formed over cities and other areas developed with a high proportion of hard surfaces.

Heavy Industry-Transportation-Utility Node means heavy industry (e.g. petrochemical), transportation (e.g. airports, seaports and railyards), or utility facilities and activities that meet a regional need and that as a result of their vast scale or given the nature of their activities cannot meet acceptable performance standards for locating in Centers.

Historical and Cultural Site means a site of generally less than one square mile which includes features or characteristics that have inherent cultural, historic or aesthetic significance of local, regional or Statewide importance. Such features include, but are not limited to: greenways and trails, parks, dedicated open space, historic sites and districts, pre-historic and archaeological sites, scenic vistas and corridors, natural landscapes of exceptional aesthetic or cultural value.

Historic Corridor means a right-of-way or an area comprising one or more landmarks, historic sites, or an historic district. (See ***Historic Site*** and ***Historic District***)

Historic District means one or more historic sites and intervening or surrounding property united historically or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history significantly affecting or affected by the quality and character of the historic site or sites.

Historic Site means any real property, man-made structure, natural object or configuration or any portion or group of the foregoing formally designated by the state, county or municipality or documented as being of historical, archaeological, cultural, pre-historic or architectural significance.

Housing Density means the total number of dwelling units per total area of land, excluding water bodies. (See ***Intensity***)

Human Scale - The relationship between the dimensions of a building, structure, street, open space or streetscape element and the average dimensions of the human body.

ITS means Intelligent Transportation Systems, such as automatic toll collecting systems.

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Identified Center means a place identified during Cross Acceptance as having the attributes of a potential Center.

Impact means the effects of an action on particular resources or conditions. It includes Cumulative Impact, Direct Impact and Indirect Impact.

Impact Assessment means the assessment of the economic, environmental, infrastructure, community life, and intergovernmental coordination impacts of the Interim Plan, as required by State Planning Act.

Impact Fees means charges levied by local governments on new development to generate revenue for infrastructure necessitated by the new development, particularly roads, wastewater collection and treatment, water supply and stormwater management.

Impervious Surface means a surface that prevents water from seeping down into soil and subsurface layers.

Indicator means data associated with some goal or policy which is looked at over some period of time to see if it suggests a trend.

Indigenous Vegetation means a plants that are native to North America, including mutants, selected seedlings and hybrids of two native species or hybrids.

Indirect Impacts means effects which are caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable. These may include growth inducing effects and related changes in the pattern of land use, population density or growth rate.

Individual On-Site Wastewater Systems or Individual Sewage System means an individual subsurface sewage disposal system for the disposal of sewage into the ground. It is designed to retain most of the solids in a septic tank, and to discharge the liquid portion to a disposal bed for treatment by natural processes and eventual release to ground water. (See ***Community Sewage System***)

Infrastructure means those systems under public ownership, or operated or maintained for public benefit, that are necessary to support development, maintenance and redevelopment and to protect the public health, safety, and welfare. Infrastructure systems may include, but are not limited to transportation, energy, telecommunications, farmland retention, water supply, wastewater disposal, stormwater management, shore protection, open space and recreation, solid waste disposal, public health care, public education, higher education, arts, historic resources, public safety, justice, public administration, and public housing.

Infrastructure Needs Assessment as required by the State Planning Act §199.b means information on present and prospective conditions, needs and costs with regard to State, county and municipal capital facilities, including water, sewerage, transportation, solid waste, drainage, flood protection, shore protection and related

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capital facilities and related services which are needed to support development and redevelopment.

Intelligent Transportation Systems (ITS) means transportation systems which include computer-based interactive management elements that provide information to motorists and/or are responsive to changing demands, maximizing the efficiency of the existing roadway system.

Intensity means a measure of land development with non-residential uses. Intensity is often operationalized by the use of Floor Area Ratio (FAR) or coverage criteria. (See ***Density***)

Interim State Development and Redevelopment Plan or ***Interim State Plan*** or ***Interim Plan*** means the document, including maps, appendix and other material included by reference that reflects the changes made in the Preliminary Plan by the ***SPC*** pursuant to the ***State Planning Act***, N.J.S.A. 52:18A-202.1

Interbasin Transfer means the transfer of water from one watershed to another.

Interjurisdictional Agreement is a contractual or other formal agreement between two or more political jurisdictions that results in a cooperative action or activity.

International Biosphere Reserve means a designation conferred by the United Nations that recognizes areas on Earth that possess outstanding natural features such as unique natural habitats, plant and animal species and populations. The New Jersey Pinelands has been designated an International Biosphere Reserve.

Karst means a type of topography that is formed over limestone or by a dissolving or solution of the rocks, characterized by sinkholes, closed depressions, caves, solution channels, internal drainage and irregular bedrock surfaces.

Land means real property not including improvements and fixtures on, above, or below the surface. (See ***Development Rights***)

Land Banking means acquiring and or reserving land for some future public purpose.

Large Contiguous Area, when applied to habitat, means the area of undisturbed land required to maintain a desired community of plants and animals. It assumes a configuration which minimizes the length of the perimeter of the area. When applied to farmland, Large Contiguous Area means the amount of contiguous farmland usually considered necessary to permit normal farm operations to take place on a sustained basis.

Level of Service means a measure describing conditions within an ***Infrastructure System***, that is usually related to the system's sufficiency and capacity. (see ***Capital Facility***)

Life-Cycle Infrastructure Planning means planning for infrastructure throughout its lifetime. The six elements of life cycle planning for infrastructure are:

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- (1) Needs Assessment - to determine how much of an infrastructure improvement is needed, and its approximate cost.
- (2) Planning - to determine what improvements to provide, in what locations, and by what means they will serve the public need throughout the life of the system.
- (3) Financing - to develop a financing system based on the full cost of the improvement throughout its life cycle that provides adequate resources for all costs, including maintenance, rehabilitation, replacement and Externalities.
- (4) Development and Operation - to build, operate and maintain the system in a way that is responsive to changing demands throughout the life of the system.
- (5) Rehabilitation and Replacement - to provide regularly scheduled capital improvements to maintain the system in optimum operating condition.
- (6) Monitoring and Evaluation - to periodically review the condition and level of service delivery to identify and implement appropriate adjustments.

Locally Important Aquifer Recharge Areas means areas of aquifer recharge determined to be necessary for the maintenance of local hydrological conditions, and calculated by the methodology developed by the New Jersey Geologic Survey as reported in GSR 32: A Methodology for Evaluating Groundwater Recharge Areas in New Jersey (1993) pursuant to NJSA 58:11A-12 et seq. (See ***Prime Aquifer Recharge Area***).

Long-Term means a scope of activity or action including the present through a minimum of 20 years.

Low Income Household means a household with less than 50% of the median income of the Metropolitan Statistical Area (MSA).

MLUL means the Municipal Land Use Law, New Jersey Statutes Annotated 40:55D-1 et seq.

Maintenance and Repair means infrastructure investments which repair existing systems without adding new capacity.

Master Plan means a Comprehensive Plan for the development of a county or municipality used to guide development and development regulations. Master Plans are adopted by planning boards pursuant to the Municipal Land Use Law (N.J.S.A. 40:55D-28) and the County Planning Act (N.J.S.A. 40:27-1 et seq.).

Medium in connection with pollution means the substance in which pollution is located or through which it is transported, especially, air, water and soil.

Metropolitan Planning Organization (MPO) means an organization made up of State and local government representatives responsible for maintaining the comprehensive, cooperative and continuing transportation planning process and programming federal funds. There are three Metropolitan Planning Organizations in New Jersey including all 21 counties.

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Micro Loans means very small loans at little or no interest for the purpose of starting or expanding small businesses, usually made out of a revolving fund, whether cooperatively run or set up by a profit-making institution for that purpose.

Mid-Term means a scope of activity or action including the present through at least 10 to 15 years into the future.

Mixed Use Building means a building with two or more uses, such as retail and services on the ground floor and office or residential on upper levels.

Mixed-Use Development means a tract of land with three or more different uses such as, but not limited to, residential, office, manufacturing, retail, public, or entertainment, in a **Compact**, pedestrian-oriented form.

Modal Split means the distribution of passenger trips to all available modes of transportation.

Moderate Income Household means a household with 50 to 80% of the median household income of the Metropolitan Statistical Area (MSA).

Municipalities and Centers Experiencing Distress means those municipalities ranked within the top 100 municipalities in any **Municipal Distress Index** issued in the last five years, and further categorized on that list as “urban level” 1 or 2, or **Urban Centers, Regional Centers, Towns** or **Villages**, as defined in the **State Plan**, that are within municipalities ranked within the top 100 municipalities on the **MDI**.

Municipal Distress Index (MDI) means an index ranking all 566 New Jersey municipalities by a combination of their respective ranks on four socioeconomic factors. The index runs from “1” meaning most distressed to “566” meaning least distressed. The MDI is maintained by **OSP**.

Municipal Report means a Cross-acceptance Report prepared by a municipality and filed with **OSP** pursuant to the **State Planning Rules**. (See **State Planning Act**)

NAAQS means the National Ambient Air Quality Standards

NEPPS means the National Environmental Performance Partnership System, under which DEP and the US Environmental Protection Agency have agreed on a set of environmental directions for the State and indicators to monitor progress in meeting goals agreed to in the Performance Partnership Agreement. The term “milestone” is used under NEPPS the same way “Target” is used in the **State Plan**.

National Ambient Air Quality Standards (NAAQS) means the standards promulgated by the US Environmental Protection Agency under the Clean Air Act for carbon monoxide, lead, ozone, particulate matter and four other air pollutants noted as concentrations not to be exceeded in order to protect the public health.

Natural Systems means regularly interacting and interdependent components of air, water, land and biological resources.

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Negotiating Entity means a county or, where a county has declined, some other entity designated by the ***SPC*** to carry out Cross-acceptance and prepare the ***Cross-Acceptance Report***, (See ***State Planning Act*** and ***State Planning Rule***)

Negotiation means the dialogue among participants during the period of ***Cross-Acceptance***. (See ***State Planning Act*** and ***State Planning Rule***)

Neighborhood means an area with a distinct identity, character or personality. Neighborhoods are the fundamental building blocks of ***Centers***, and may be predominantly residential, predominantly non-residential, or mixed-use.

New Jersey Coastal Heritage Trail means the vehicular tour route along existing public roads in the State to promote “public appreciation, education, understanding and enjoyment, through a coordinated interpretive program of certain nationally significant natural and cultural sites associated with the coastal area.” The Coastal Heritage Trail is managed jointly by the National Park Service and the State of New Jersey.

New Jersey State Development and Redevelopment Plan means the plan prepared and adopted pursuant to the ***State Planning Act***.

Node means a concentration of facilities and activities which are not organized in a ***Compact*** form. (See ***Commercial-Manufacturing Node*** and ***Heavy Industry-Transportation-Utility Node***)

Non-Point Source Pollution (NPS) means pollution being added to the environment from diffuse sources, such as on-site waste water systems, storm water runoff practices, underground storage tanks, overuse of fertilizers and pesticides and litter. It is distinguished from point sources of pollution which come from a single point such as a smoke stack or a pipe that discharges effluent into a stream or other water body.

OSP means the ***Office of State Planning*** in the Department of Community Affairs. OSP provides staff to the ***State Planning Commission***.

Official Map means a map of the location and width of streets and drainage ways and the location and extent of flood control basins and public areas whether planned or built, adopted by the governing body of a municipality as provided in Section 32 of the MLUL or a county as provided in Section 5 of the County Planning Act (N.J.S.A. 40:27-1 et seq.).

Open Land means land which has few, if any, structures. (See ***Open Space***)

Open Space means any parcel or area of open land or water essentially unimproved and set aside, dedicated, designated or reserved for the protection of natural resources or farmland; for public or private use or enjoyment; or for the use and enjoyment of owners and occupants of land adjoining or neighboring such open space, provided that such areas may be improved with only those buildings,

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structures, streets, and off-street parking and other improvements that are designed to be incidental to the natural openness of the land. (See **Public Open Space**)

PUD means a **Planned Unit Development**.

Paratransit refers to forms of public passenger transportation which can operate over the highway and street system, but without a fixed route. Examples of paratransit include shared-ride taxis, carpools, rental cars, and subscription bus clubs. (See **Transit**)

Park means a tract of open space, designated and used by the public for active or passive recreation.

Partially Developed means areas where nearly all of the development opportunities are through infill development rather than redevelopment. (See **Development and Redevelopment**)

Peak Period means the period of time during which the maximum amount of demand occurs. Generally, the measurement is based on a period of one hour.

Phasing means developing according to a schedule and in step with plans for the provision of **Infrastructure** so that **Infrastructure** is in place to serve each stage of development as it is built.

Pinelands Commission means a State agency created by the Pinelands Protection Act of 1979 (N.J.S.A. 13:18A-1 et seq.) to develop a management plan for, and exercise regulatory control over, development activities in the Pinelands.

Pinelands Infrastructure Trust Fund means a trust fund established by the Pinelands Infrastructure Bond Act of 1985, which provided \$30 million for wastewater treatment facilities needed to accommodate existing and future needs in Pinelands Regional Growth Areas. These funds are allocated to various governmental entities pursuant to the Pinelands Infrastructure Trust Fund Plan prepared and approved by the **Pinelands Commission**.

Planned Sewer Service Area means an area that is proposed to be served by sanitary sewer of sufficient capacity to serve anticipated development within the area. These areas include:

- (1) Sewer Service Areas delineated in Areawide or County Water Quality Management Plans or Wastewater Management Plans that have already been approved by DEP, with the exception of sewer service areas that are recommended for deletion and are agreed to by the **SPC** from such a plan by a county or municipality during **Cross-Acceptance**; and
- (2) Service areas for Regional or Community sewage systems that are recommended for inclusion in a future **Wastewater Management Plan** by a county or municipality during **Cross-Acceptance** and are agreed to by the **SPC**.

Planned Unit Development means a development of a minimum of ten acres, planned as a unit and including both residential and some other form of land use.

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Planning Area means an area of greater than one square mile that shares a common set of conditions, such as population density, infrastructure systems, level of development, or environmental sensitivity. The **State Plan** sets forth **Policy Objectives** that guide growth in the context of those conditions. Planning Areas are intended to guide the application of the Plan's **Statewide Policies**, as well as guiding local planning and decisions on the location and scale of development within the Planning Area.

Policy Objective means a more specific articulation of a **Goal** that guides application of **Statewide Policies** in the particular **Planning Area**.

Population Density means the total number of residents per total area of land, excluding water bodies.

Preliminary Plan means the document, including maps, appendix and documents included by reference, approved by the **SPC** as the basis for the Comparison Phase of **Cross-Acceptance**.

Prime Aquifer Recharge Area means an aquifer recharge area which, on a statewide basis, can be defined as an area of highest aquifer ranking and highest recharge ranking calculated by the methodology developed by the New Jersey Geological survey as reported in GSR 32: A Methodology for Evaluating Groundwater Recharge Areas in New Jersey (1993) pursuant to NJSA 58:11A-12 et seq. (See **Locally Important Aquifer Recharge Area**).

Priority or **Prioritization** means the level of precedence in order given to a program, service or geographic area.

Pristine means pure. In the **State Plan** it refers to **Category 1 Waters** and **Trout Production Waters**.

Programmed Sewer Service means a **Wastewater Management Plan** approved by DEP, and which a municipal or other government entity has committed to implement in the short-term.

Proposed Center means a place that is surrounded by a **Community Development Boundary**, meets **Center** criteria, and is included in either a negotiating entity or municipal **Cross-Acceptance** report.

Public Open Space means **Open Space** conveyed or otherwise dedicated to a governmental or not-for-profit body for use by the public.

Public Transportation Service means any public service designed to carry two or more passengers. Public transportation includes, but is not limited to, vanpools, taxis, local and express buses and minibuses, people movers, trolley buses and trains, subways, and commuter rail systems. Public transportation services may be provided by public, quasi-public, or private entities.

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- Public Wastewater Systems** means any device or system in public or private ownership used in the storage, treatment, recycling or reclamation of sewage generated by two or more individual units of development.
- RPMM** means the Resource Planning and Management Map of the *State Plan*.
- RPMS** means the Resource Planning and Management Structure of the *State Plan*.
- Redevelopment** means the removal and replacement, or adaptive reuse of an existing structure, or of land from which previous improvements have been removed.
- Region** means an area encompassing land in more than one municipality that is bound together by shared characteristics.
- Regional Center** means a settlement or a location for development along or near a transportation corridor. It is the locus of high intensity, mixed-use development, with a density of more than 5,000 people per square mile and an emphasis on employment. It has a compact character and possesses sufficient density and adequate design to support pedestrian mobility and public transportation services. It possesses substantial market demand to enable it to function as a magnet to attract development from within the corridor and from surrounding areas, without competing with *Urban Centers*. (See *Regional Strategic Plan*)
- Regional Entity** means a governmental or quasi-governmental agency which performs planning for land development or infrastructure for a *Region*.
- Regional Sewage System or Regional Wastewater System** means a sanitary sewage system including collection, treatment and disposal facilities in public or private ownership, serving a *Region*.
- Regional Strategic Plan** means a plan that identifies key issues affecting the future growth and viability of a *Region*, assesses the capabilities of the *Region's* counties and municipalities to deal with those issues and then establishes a series of realistic strategies to address those issues. The plan should demonstrate a coordinated approach to community and economic development to ensure the most effective utilization of federal, State, county and municipal resources. The Regional Strategic Plan will evaluate and where necessary create links (physical, social, cultural, civic, and economic) between *Centers*, municipalities and the region. A Regional Strategic Plan should be consistent with the provisions of the *State Plan*.
- Regulating Plan** means a detailed map for the area of a municipality intended for development or redevelopment showing the cross-sections and alignment of the proposed streets, the rules for placing buildings along those streets, the types of buildings allowed, and the lots to be reserved for civic functions and public spaces. A regulating plan may be incorporated as part of the municipal *Master Plan*. (See *Official Map*)
- Remanufacturing** means manufacturing new products from recycled materials.

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Resource Planning and Management Map (RPMM) means the official map of the *State Plan* including *Planning Areas*, *Centers*, *Community Development Boundaries*, *Critical Environmental Sites*, *Historic & Cultural Sites* as well as other information. The RPMM is comprised of 1:24,000 scale maps.

Resource Planning and Management Structure (RPMS) means the geographic application of the *State Plan* goals and policies. It includes *Planning Areas*, *Environs* and *Centers*, as well as other areas including *Critical Environmental Sites*, *Historic & Cultural Sites*, and the text for each *Planning Area* and its *Policy Objectives*.

Retrofit means the transformation of a site, its buildings and infrastructure from a limited-use, auto-dependent area into a mixed-use, **Compact** area. Retrofit may involve additions and partial demolition, but not wholesale redevelopment of a site.

Revitalization means the holistic restoration of the physical and social components of a distressed area.

Right-of-Way means a strip of land mapped for use by a street, crosswalk, railroad, road, electric transmission line, gas pipeline, water main, sanitary or storm sewer main, shade trees, or for another special use, whether or not that use is active.

Right To Farm means a public policy decision to protect farmers against municipal regulations, private nuisance suits and unnecessary constraints on essential agricultural management practices, if these practices are consistent with federal and State law and are not a threat to the public health and safety.

SADC means the New Jersey State Agricultural Development Committee.

SIP means the *State Implementation Plan*.

SPC means the *State Planning Commission*.

Scenic Corridor means a publicly accessible right-of-way and the views of expanses of water, farmland, woodlands, coastal wetlands, or other scenic vistas that can be seen from the right-of-way.

Septage means the semi-solid product of the decomposition and treatment of wastewater in a septic system.

Septic System means an underground individual sewage system with a septic tank used for the decomposition and treatment of wastewater before it is discharged to ground water.

Sewage means any waste, including wastes from humans, households, commercial establishments, industries, and stormwater runoff, that is discharged to or otherwise enters a sewage system.

Sewer means any pipe or conduit used to collect and carry away sewage or storm water runoff from the generating source to the treatment plant or receiving water body.

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Short-Term means a scope of activity or action including the present through not more than six years.

Site Plan means a development plan of one or more lots on which is shown:

- (1) the existing and proposed conditions of the lot, including but not necessarily limited to topography, vegetation, drainage, flood plains, marshes and waterways,
- (2) the location of all existing and proposed buildings, drives, parking spaces, walkways, means of ingress and egress, drainage facilities, utility services, landscaping, structures, signs, lighting and screening devices, and
- (3) any other information that may be reasonably required in order to make an informal determination pursuant to the local subdivision and site plan ordinance.

Sprawl means a pattern of development characterized by inefficient access between land uses or to public facilities or services and a lack of functional open space. Sprawl is typically an auto-dependent, single use, resource consuming, discontinuous, low density development pattern.

State Agency includes authorities and commissions as well as cabinet Departments.

State Agricultural Development Committee (SADC) means a committee established pursuant to the Farmland Retention and Development Act (N.J.S.A. 4:1C-1 et seq.) to aid in the coordination of State policies which affect the agricultural industry and to promote the interests of productive agriculture and farmland retention.

State Entity means an agency of the State government, including cabinet departments, commissions, authorities and state colleges, among others.

State Implementation Plan (SIP) means a plan to achieve and maintain National Ambient Air Quality Standards (NAAQS), prepared by DEP in consultation and cooperation with DOT with cooperation from local government and the private sector for submission to the US Environmental Protection Agency.

State Open Space and Outdoor Recreation Plan means the State's Open Space and Outdoor Recreation Plan of New Jersey, developed by DEP, which serves as the State's functional plan for recreation and public open space.

State Plan means the *New Jersey State Development and Redevelopment Plan*.

State Planning Act means an act of the New Jersey legislature (N.J.S.A. 52:18A-196 et seq.) which established the **SPC** and **OSP** in the Department of the Treasury, and which charged the Commission with the periodic preparation and adoption of a *State Development and Redevelopment Plan*.

State Planning Commission (SPC) means the 17 member body created by the State Planning Act of 1985. It is composed of public members and cabinet officers. The Chairman is designated by the Governor.

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State Planning Rule means an administrative rule (N.J.A.C. 17:32-1 et seq.) promulgated pursuant to the State Planning Act, to establish an orderly and efficient process for the preparation, adoption and implementation of the State Plan.

Storm Water means surface runoff of water generated by a storm event.

Storm Water Management means the control and management of stormwater to minimize the detrimental effects of surface water runoff related to quantity and quality.

Strategic Revitalization Plan means a plan by a neighborhood, municipality, group of municipalities or an Urban Complex that identifies key issues, both physical and social, assesses capabilities and allocates resources, leading to a program of realistic actions. It should demonstrate a coordinated approach to revitalization to ensure the most effective utilization of State, county, municipal and private resources. A Strategic Revitalization Plan should be consistent with the provisions of the State Plan.

Strategy means a general course of action, which links more general goals of the Plan with more specific policies and objectives. As such, it is a strategic action statement which formulates the intent of the Plan for its associated geographic area. A Strategy guides the formulation of policies, standards, plans, programs, regulations, and any other actions which implement the purposes of this Plan, for an individual Planning Area, set of Planning Areas, Center or Centers, or other specified area.

Stream Corridor means any river, stream, pond, lake, or wetland, together with adjacent upland areas, including the 100-year flood plain and areas that support protective bands of vegetation that line the waters' edge.

Stream Buffer means an area of undisturbed vegetation, (except in the case of agricultural areas utilizing Acceptable Management Practices) maintained along the bank of any surface water body to protect stream corridors from impacts of development. (See *Acceptable Management Practices*)

Street Hierarchy means the system by which roads are classified according to their purpose and the travel demand they serve, beginning with local streets at the bottom of the hierarchy.

Structure means anything constructed, installed, or portable for occupancy, use, or ornamentation on, above, or below the land, either permanently or temporarily.

Subdivision means the division of a lot, tract, or parcel of land into two or more lots, tracts, parcels or other divisions of land for sale or development.

Sustainable Agriculture means an integrated system of plant and animal production practices having site-specific application that will over the long term provide durable and

a) satisfy human food and fiber needs,

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- b) enhance environmental quality and the natural resources base upon which the agricultural economy depends,
- c) make the most efficient use of non-renewable resources and on-farm resources and integrate, where appropriate, natural biological cycles and controls,
- d) sustain the economic viability of farm operations and enhance the quality of life for farmers and society as a whole.

Sustainable Development means development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

System Capacity means the ability of natural, infrastructure, social and economic systems to accommodate growth and development without degrading or exceeding the limits of those systems, as determined by a carrying capacity analysis.

System Integrity means the ability of an ***Infrastructure*** system to function throughout its extent at a given ***Level of Service***. It refers to the condition and capacity of the entire system or network, and the effect that changes to a part of the system have on the function of the whole.

TEA-21 means the federal Transportation Efficiency Act for the 21st Century.

TIP means the ***Transportation Improvement Plan***.

Target means the desired value for an ***Indicator***. NEPPS uses “milestone” to mean Target.

Town Center means a ***Center*** that has a high investment in public facilities and services several neighborhoods with a highly diverse housing stock and a central core of retail, office and community facilities. As described in the ***RPMS*** section of the ***State Plan***, Towns are New Jersey’s traditional centers of commerce and government. This term does not necessarily refer to the form of incorporation of a municipality.

Traditional Neighborhood Development (TND) advocates a human scale, pedestrian orientation and mix of land uses in a community with a clearly defined, higher density core, an integrated circulation system which ensures connectivity, a balance between housing and employment and prominently located civic and open space functions.

Traffic Calming means using physical devices to reduce traffic speed and volume while maintaining mobility and access for the purpose of balancing the needs of motorists with those of pedestrians, bicyclists, playing children and other users of street space.

Trails are linear corridors for movement by pedestrians, cyclists and equestrians. They often coincide with ***Greenways***, but not all ***Greenways*** are Trails.

Transfer of Development Rights means a form of ***Density Transfer***.

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Transit means a vehicle or transportation system, including heavy and light rail, buses, vans, and other services, owned or regulated by a governmental agency, used for mass transportation of people. (See **Paratransit**)

Transportation Corridor means a combination of principal transportation routes involving a linear network of one or more highways of four or more lanes, rail lines, or other primary and secondary access facilities which support a development corridor.

Transportation Improvement Program (TIP) means a five year plan that lists all highway and transit projects to be developed and implemented within the time frame of the program. The list contains projects that are included in a long range transportation plan adopted by an **MPO** and is tested for conformance with the **SIP**.

Transportation Management Association (TMA) means a nonprofit corporation that brokers transportation services including, but not limited to, public transportation, van pools, carpools, bicycling, and pedestrian modes to corporations, employees, individuals and other groups.

Transportation System Management means the strategies available to decision makers in both the public and private sectors to increase the capacity of the transportation system to move goods and people, especially during peak periods, such as high-occupancy vehicle lanes, flex-time, ride-sharing, and shuttle buses, without adding new highway lanes.

Trip means a single or one-way vehicle movement to or from a property or study area. Trips can be added together to calculate the total number of vehicles expected to enter or leave a specific land use or site over a designated period of time.

Trip Demand Management means strategies aimed at reducing the number of vehicle trips, shortening trip lengths, and moving trips from peak hours to hours with excess capacity. These strategies encourage the use of transit, carpools, vanpools, bicycling, and walking, and typically focus on the journey-to-work. They also include efforts to provide housing close to jobs to shorten trip lengths. These strategies usually require the joint cooperation of developers, employers, and local governments.

Trout Maintenance/Trout Production Waters respectively mean waters designated by DEP for the support of trout throughout the year, or for spawning or nursery purposes during trout's first summer. See N.J.A.C. 7:9B-11.15(c) through (g).

UCC means **Urban Coordinating Council**.

Universal Design means design which facilitates adaptation to changing uses and changing users over time by providing maximum flexibility in spatial layout and the location of systems.

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Urban Center means a city of Statewide importance, designated as an Urban Center by the *SPC*. An Urban Center is a large settlement that has a high intensity of population and mixed land uses, including industrial, commercial, residential and cultural uses, the historical foci for growth in the major urban areas of New Jersey.

Urban Complex means an **Urban Center** and two or more municipalities within the surrounding Metropolitan Planning Area that exhibit a strong intermunicipal relationship, based on socioeconomic factors and public facilities and services, that is defined and coordinated through a **Strategic Revitalization Plan**. Urban Complexes are nominated jointly by a county or counties and the affected municipalities and are coterminous with municipal boundaries but not necessarily with county boundaries.

Urban Coordinating Council means the office created in 1995 and institutionalized by the Urban Redevelopment Act of 1996, which created the Redevelopment Authority. Urban Coordinating Council Empowerment Neighborhoods are given priority access to state resources and assistance through the Redevelopment Authority.

VMT means **Vehicle Miles Traveled**.

Vehicle Miles Traveled (VMT) means an estimate of the total number of miles traveled on the highway and street system. VMT is used as an indicator for both vehicular and roadway utilization.

Village means a small, compact **Center** of predominantly residential character but with a core of mixed-use commercial, residential and community services. It often incorporates local economic and social functions which are integrated with housing. A Village typically has a recognizable center, discrete physical boundaries, and a pedestrian scale and orientation. This term does not necessarily refer to the form of incorporation of a municipality and is often smaller than a municipality.

Wastewater Management Plan means a description of existing and future wastewater-related jurisdictions, wastewater service areas, and selected environmental features and domestic treatment works (**Community Sewage Systems**) subject to approval by **DEP** pursuant to N.J.A.C. 7:15 et seq.

Water Quality Management Plan (WQMP) means a plan that identifies strategies, policies and procedures for managing water quality and wastewater treatment and disposal in a geographical area, pursuant to the NJ Water Quality Management Planning Act and the Federal Clean Water Act. See N.J.A.C. 7:15 et seq.

Watershed means the drainage basin, catchment, or other area of land that drains water, sediment, and dissolved materials to a common outlet at some point along the channel of a stream or river, or to a bay or ocean.

Wildlife Corridor means protected land running between areas of habitat of significant wildlife communities, for the purpose of effectively extending the size of each area.

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Zoning means the division of a municipality (or other governmental unit) into districts, and the regulation within those districts of:

- (1) the height and bulk of buildings and other structures,
- (2) the area of a lot that can be built on and the size of required open spaces,
- (3) the net density of dwelling units, and
- (4) the use of buildings and land for trade, industry, residence, or other purposes.

APPENDIX E
STATE PLANNING ACT TEXT

E. STATE PLANNING ACT TEXT

52:18A-196. Legislative findings and declarations:

The Legislature finds and declares that:

- a. New Jersey, the nation's most densely populated State, requires sound and integrated Statewide planning and the coordination of Statewide planning with local and regional planning in order to conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal;
- b. Significant economies, efficiencies and savings in the development process would be realized by private sector enterprise and by public sector development agencies if the several levels of government would cooperate in the preparation of and adherence to sound and integrated plans;
- c. It is of urgent importance that the State Development Guide Plan be replaced by a State Development and Redevelopment Plan designed for use as a tool for assessing suitable locations for infrastructure, housing, economic growth and conservation;
- d. It is in the public interest to encourage development, redevelopment and economic growth in locations that are well situated with respect to present or anticipated public services and facilities, giving appropriate priority to the redevelopment, repair, rehabilitation or replacement of existing facilities and to discourage development where it may impair or destroy natural resources or environmental qualities that are vital to the health and well-being of the present and future citizens of this State;
- e. A cooperative planning process that involves the full participation of State, county and local governments as well as other public and private sector interests will enhance prudent and rational development, redevelopment and conservation policies and the formulation of sound and consistent regional plans and planning criteria;
- f. Since the overwhelming majority of New Jersey land use planning and development review occurs at the local level, it is important to provide local governments in this State with the technical resources and guidance necessary to assist them in developing land use plans and procedures which are based on sound planning information and practice, and to facilitate the development of local plans which are consistent with State plans and programs;
- g. An increasing concentration of the poor and minorities in older urban areas jeopardizes the future well-being of this State, and a sound and comprehensive planning process will facilitate the provision of equal social and economic opportunity so that all of New Jersey's citizens can

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STATE PLANNING ACT TEXT

benefit from growth, development and redevelopment;

h. An adequate response to judicial mandates respecting housing for low- and moderate-income persons requires sound planning to prevent sprawl and to promote suitable use of land; and

i. These purposes can be best achieved through the establishment of a State planning commission consisting of representatives from the executive and legislative branches of State government, local government, the general public and the planning community.

52:18A-197. State Planning Commission; membership; conflict of interest

There is established in the Department of the Treasury a State Planning Commission, to consist of 17 members to be appointed as follows:

a. The State Treasurer and four other cabinet members to be appointed by and serve at the pleasure of the Governor. Each cabinet member serving on the commission may be represented by an official designee, whose name shall be filed with the commission. All other members of the cabinet, or their designees, shall be entitled to receive notice of and attend meetings of the commission and, upon request, receive all official documents of the commission;

b. Two other members of the executive branch of State government to be appointed by and serve at the pleasure of the Governor;

c. Four persons, not more than two of whom shall be members of the same political party, who shall represent municipal and county government, and at least one of whom shall represent the interest of urban areas, to be appointed by the Governor with the advice and consent of the Senate for terms of four years and until their respective successors are appointed and qualified, except that the first four appointments shall be for terms of one, two, three and four years, respectively. In making these appointments, the Governor shall give consideration to the recommendations of the New Jersey League of Municipalities, the New Jersey Conference of Mayors, the New Jersey Association of Counties, and the New Jersey Federation of Planning Officials;

d. Six public members, not more than three of whom shall be of the same political party, and of whom at least one shall be a professional planner, to be appointed by the Governor with the advice and consent of the Senate for terms of four years and until their respective successors are appointed and qualified, except that of the first six appointments, one shall be for a term of one year, one for a term of two years, two for a term of three years and two for a term of four years. Vacancies in the membership of the commission shall be filled for the unexpired terms only in the same manner as the original appointments were made. Members shall receive no compensation for their services but shall be entitled to reimbursement for expenses incurred in

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the performance of their official duties.

Members of the commission shall be subject to the provisions of the “New Jersey Conflicts of Interest Law,” P.L.1971, c. 182 (C. 52:13D-12 et seq.).

52:18A-198. Commission; organization

The commission shall meet for the purpose of organization as soon as may be practicable after the appointment of its members. The Governor shall select a chairman, who shall serve at the pleasure of the Governor, from among the public members and the members of the commission shall annually select a vice chairman from among the representatives of the public or municipal or county governments. Nine members of the commission shall constitute a quorum and no matter requiring action by the full commission shall be undertaken except upon the affirmative vote of not less than nine members. The commission shall meet at the call of its chairman or upon the written request of at least nine members.

52:18A-199. Powers and duties

The commission shall:

- a. Prepare and adopt within 36 months after the enactment of this act, and revise and readopt at least every three years thereafter, the State Development and Redevelopment Plan, which shall provide a coordinated, integrated and comprehensive plan for the growth, development, renewal and conservation of the State and its regions and which shall identify areas for growth, agriculture, open space conservation and other appropriate designations;
- b. Prepare and adopt as part of the plan a long-term Infrastructure Needs Assessment, which shall provide information on present and prospective conditions, needs and costs with regard to State, county and municipal capital facilities, including water, sewerage, transportation, solid waste, drainage, flood protection, shore protection and related capital facilities;
- c. Develop and promote procedures to facilitate cooperation and coordination among State agencies and local governments with regard to the development of plans, programs and policies which affect land use, environmental, capital and economic development issues;
- d. Provide technical assistance to local governments in order to encourage the use of the most effective and efficient planning and development review data, tools and procedures;
- e. Periodically review State and local government planning procedures and relationships and recommend to the Governor and the Legislature administrative or legislative action to promote a more efficient and effective planning process;

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f. Review any bill introduced in either house of the Legislature which appropriates funds for a capital project and may study the necessity, desirability and relative priority of the appropriation by reference to the State Development and Redevelopment Plan, and may make recommendations to the Legislature and to the Governor concerning the bill; and

g. Take all actions necessary and proper to carry out the provisions of this act.

52:18A-200. State Development and Redevelopment Plan

The State Development and Redevelopment Plan shall be designed to represent a balance of development and conservation objectives best suited to meet the needs of the State. The plan shall:

- a. Protect the natural resources and qualities of the State, including, but not limited to, agricultural development areas, fresh and saltwater wetlands, flood plains, stream corridors, aquifer recharge areas, steep slopes, areas of unique flora and fauna, and areas with scenic, historic, cultural and recreational values;
- b. Promote development and redevelopment in a manner consistent with sound planning and where infrastructure can be provided at private expense or with reasonable expenditures of public funds. This should not be construed to give preferential treatment to new construction;
- c. Consider input from State, county and municipal entities concerning their land use, environmental, capital and economic development plans, including to the extent practicable any State plans concerning natural resources or infrastructure elements;
- d. Identify areas for growth, limited growth, agriculture, open space conservation and other appropriate designations that the commission may deem necessary;
- e. Incorporate a reference guide of technical planning standards and guidelines used in the preparation of the plan; and
- f. Coordinate planning activities and establish Statewide planning objectives in the following areas: land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services, and intergovernmental coordination.

52:18A-201. Office of State Planning

- a. There is established in the Department of the Treasury the Office of State Planning. The

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director of the office shall be appointed by and serve at the pleasure of the Governor. The director shall supervise and direct the activities of the office and shall serve as the secretary and principal executive officer of the State Planning Commission.

b. the Office of State Planning shall assist the commission in the performance of its duties and shall:

(1) Publish an annual report on the status of the State Development and Redevelopment Plan which shall describe the progress towards achieving the goals of the plan, the degree of consistency achieved among municipal, county and State plans, the capital needs of the State, and progress towards providing housing where such need is indicated;

(2) Provide planning service to other agencies or instrumentalities of State government, review the plans prepared by them, and coordinate planning to avoid or mitigate conflicts between plans;

(3) Provide advice and assistance to county and local planning units;

(4) Review and comment on the plans of interstate agencies where the plans affect this State;

(5) Compile quantitative current estimates and Statewide forecasts for population, employment, housing and land needs for development and redevelopment; and

(6) Prepare and submit to the State Planning Commission, as an aid in the preparation of the State Development and Redevelopment Plan, alternate growth and development strategies which are likely to produce favorable economic, environmental and social results.

c. The director shall ensure that the responsibilities and duties of the commission are fulfilled, and shall represent the commission and promote its activities before government agencies, public and private interest groups and the general public, and shall undertake or direct such other activities as the commission shall direct or as may be necessary to carry out the purposes of this act.

d. With the consent of the commission, the director shall assign to the commission from the staff of the office at least two full-time planners, a full-time liaison to local and county governments, and such other staff, clerical, stenographic and expert assistance as he shall deem necessary for the fulfillment of the commission's responsibilities and duties.

52:18A-202. State Development and Redevelopment Plan; duties of commission

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a. In preparing, maintaining and revising the State Development and Redevelopment Plan the commission shall solicit and give due consideration to the plans, comments and advice at each county and municipality, State agencies designated by the commission and other local and regional entities. Prior to the adoption of each plan, the commission shall prepare and distribute a preliminary plan to each county planning board, municipal planning board and other requesting parties, including State agencies and metropolitan planning organizations. Not less a than 45 nor more than 90 days thereafter. the commission shall conduct a joint public informational meeting with each county planning board in each county for the purpose of providing information on the plan, responding to inquiries concerning the plan, and receiving informal comments and recommendations from county and municipal planning boards, local public officials and other interested parties.

b. The commission shall negotiate plan cross-acceptance with each county planning board, which shall solicit and receive any findings, recommendations and objections concerning the plan from local planning bodies. Each county planning board shall negotiate plan cross-acceptance among the local planning bodies within the county, unless it shall notify the commission in writing within 45 days of the receipt of the preliminary plan that it waives this responsibility, in which case the commission shall designate an appropriate entity, or itself, to assume this responsibility. Each board or designated entity shall, within six months of receipt of the preliminary plan, file with the commission a formal report of findings, recommendations and objections concerning the plan, including a description of the degree of consistency and any remaining inconsistency between the preliminary plan and county and municipal plans. In any event, should any municipality's plan remain inconsistent with the State Development and Redevelopment Plan after the completion of the cross-acceptance process, the municipality may file its own report with the State Planning Commission, notwithstanding the fact that the county planning board has filed its report with the State Planning Commission. The term cross-acceptance means a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and State plans. The process is designed to result in a written statement specifying areas of agreement or disagreement and areas requiring modification by parties to the cross-acceptance.

c. Upon consideration of the formal reports of the county planning boards, the commission shall prepare and distribute a final plan to county and municipal planning boards and other interested parties. The commission shall conduct not less than six public hearings in different locations throughout the State for the purpose of receiving comments on the final plan. The commission shall give at least 30 days public notice of each hearing in advertisements in at least two newspapers which circulate in the area served by the hearing and at least 30 days notice to the governing body and planning board of each county and municipality in the area served by the hearing.

d. Taking full account of the testimony presented at the public hearings, the commission shall

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make revisions in the plan as it deems necessary and appropriate and adopt the final plan by a majority vote of its authorized membership no later than 60 days after the final public hearing.

52:ISA-202.1. Legislative finding. and declaration.; cross-acceptance; evolution of state development and redevelopment plan; assessment study of plan and trend impacts

The Legislature finds and declares that:

a. There are many concerns associated with the design and implementation of the State Development and Redevelopment Plan (hereafter referred to as “the Plan”), including:

- (1) maintaining beneficial growth;
- (2) improving environmental quality;
- (3) insuring cost-effective delivery of infrastructure and other public services;
- (4) improving intergovernmental coordination;
- (5) preserving the quality of community life; and
- (6) redeveloping the State’s major urban areas.

b. Each of these concerns is an important issue for further study and each should serve as a measure of the efficacy of the Plan.

c. However, these concerns are not mutually exclusive and, therefore, a balance among them must be achieved to maximize the well-being for the State and its residents.

d. The process of cross-acceptance of the State Development and Redevelopment Plan required under the “State Planning Act,” P.L.1985, c. 398 (C.52:~SA-196 et seq.), is a process designed to elicit the greatest degree of public participation in order to encourage the development of a consensus among the many, sometimes competing, interests in the State.

e. This consensus will be facilitated by the availability of sufficient information concerning the impact the State Development and Redevelopment Plan may have on particular regions and on the overall economic well-being of the State.

f. The Plan evolves through three phases:

- (1) the Preliminary Plan, which will serve as the basis for cross-acceptance;
- (2) the Interim Plan, which will reflect the changes occurring during the cross-acceptance process; and

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(3) the Final Plan, which is to be implemented after approval by the State Planning Commission.

g. A two-stage process shall be established to examine the economic, environmental, infrastructure, community life, and intergovernmental coordination impacts of the Plan. This procedure shall consist of an assessment of the impacts of the Interim Plan and an on-going monitoring and evaluation program after the Final Plan is adopted.

h. The results of the Assessment Study shall identify desirable changes to be incorporated into the Final Plan. These studies shall describe the impacts of the policies and strategies proposed in the Plan (hereafter referred to as the “Plan” impacts) relative to the impacts that would likely occur without a Plan (hereafter referred to as “Trend” impacts). In examining the impacts of Plan and Trend, any significant regional differences that result shall be identified and analyzed. Where appropriate, the study shall also distinguish short-term and long-term impacts.

i. It is necessary to conduct an economic assessment of the Plan and Trend impacts and to make the results of that assessment available before adoption of the Final Plan. Work on the development of the evaluation methodology and, where possible, the collection of data for the assessment study shall commence upon enactment of this bill. Some factors that shall be addressed during cross-acceptance include:

- (1) Changes in property values, including farmland, State and local expenditures and tax revenues, and regulations;
- (2) Changes in housing supply, housing prices, employment, population and income;
- (3) Costs of providing the infrastructure systems identified in the State Planning Act;
- (4) Costs of preserving the natural resources as identified in the State Planning Act;
- (5) Changes in business climate; and
- (6) Changes in the agricultural industry and the costs of preserving farmland and open spaces.

52:18A-202.2. Utilization of staff, other state agencies, independent firms or institutions of higher learning for studies; submission and distribution of report; review by each county and municipality

a. The Office of State Planning in consultation with the Office of Economic Policy, shall utilize the following:

- (1) Conduct portions of these studies using its own staff;
- (2) Contract with other State agencies to conduct portions of these studies; and
- (3) Contract with an independent firm or an institution of higher learning to conduct portions of these studies.

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- b. Any portion of the studies conducted by the Office of State Planning, or any other State agency, shall be subject to review by an independent firm or an institution of higher learning.
- c. The Assessment Study and the oversight review shall be submitted in the form of a written report to the State Planning Commission for distribution to the Governor, the Legislature and the governing bodies of each county and municipality in the State during the cross-acceptance process and prior to the adoption of the Final Plan.
- d. A period extending from at least 45 days prior to the first of six public hearings, which are required under the State Planning Act, P.L.1985, c. 398 (C.52:ISA-196 et seq.), to 30 days following the last public hearing shall be provided for counties and municipalities to review and respond to the studies. Requests for revisions to the Interim Plan shall be considered by the State Planning Commission in the formulation of the Final Plan.

52:18A-202.3. Final plan; contents; on-going monitoring and evaluation program; report

- a. The Final Plan shall include the appropriate monitoring variables and plan targets in the economic, environmental, infrastructure, community life, and intergovernmental coordination areas to be evaluated on an on-going basis following adoption of the Final Plan.
- b. In implementing the monitoring and evaluation program, if Plan targets are not being realized, the State Planning Commission shall evaluate reasons for the occurrences and determine if changes in Plan targets or policies are warranted.
- c. The Office of State Planning shall include in its annual report results of the on-going monitoring and evaluation program and forward the report to the Governor and the Legislature.

52:18A-203. Rules and regulations

The commission shall adopt rules and regulations to carry out its purposes, including procedures to facilitate the solicitation and receipt of comments in the preparation of the preliminary and final plan and to ensure a process for comparison of the plan with county and municipal master plans, and procedures for coordinating the information collection, storage and retrieval activities of the various State agencies.

52:18A-204. Assistance of state agencies

The commission shall be entitled to call to its assistance any personnel of any State agency or county, municipality or political subdivision thereof as it may require in order to perform its duties. The officers and personnel of any State agency or county, municipality or political subdivision thereof and any other person may serve at the request of the commission upon any advisory committee as the commission may create without forfeiture of office or employment

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and with no loss or diminution in the compensation, status, rights and privileges which they otherwise enjoy.

52:18A-205. State and local agencies; availability of studies, surveys, plans, etc. to commission

Each State agency or county, municipality or political subdivision thereof shall make available to the commission any studies, surveys, plans, data and other materials or information concerning the capital, land use, environmental, transportation, economic development and human services plans and programs of the agency, county, municipality or political subdivision.

52:18A-206. Construction of Act

a. The provisions of P.L. 1985, c. 398 (C. 52:18A-196 et seq.) shall not be construed to affect the plans and regulations of the Pinelands Commission pursuant to the "Pinelands Protection Act," P.L. 1979, c. 111 (C. 13:18A-1 et seq.) or the Hackensack Meadowlands Development Commission pursuant to the "Hackensack Meadowlands, Reclamation and Development Act" P.L. 1968, c. 404 (C. 13:17-1 et seq.). The State Planning Commission shall rely on the adopted plans and regulations of these entities in developing the State Development and Redevelopment Plan.

b. The State Planning Commission may adopt, after the enactment date of P.L. 1993, c. 190 (C. 13:19-5.1 et al.), the coastal planning policies of the rules and regulations adopted pursuant to P.L. 1973, c. 185 (C. 13:19-1 et seq.), the coastal planning policies of the rules and regulations adopted pursuant to subsection b. of section 17 of P.L. 1973, c. 185 C. 13:19-17) and any coastal planning policies of rules and regulations adopted pursuant to P.L. 1973, c. 185 (C. 13:19-1 et seq.) thereafter as the State Development and Redevelopment Plan for the coastal area as defined in section 4 of P.L. 1973, c. 185 (C. 13:19-4).

L.1985, c. 398, eff. Jan. 2, 1986. Amended by L. 1993, c. 190, eff. July 19, 1993.

52:18A-207. Short title

Sections 1 through 12 of this act shall be known and may be cited as the "State Planning Act."

State Planning Act Amendments to Other Statutes

Capital Budgeting and Planning Commission

Title 52. State Government, Departments and Officers. Subtitle 3. Executive and Administrative Departments, Officers and Employees.

Ch. 9S-Commission on Capital Budgeting and Planning.

L.1975, c. 208, eff. 9/23/75

Amended by L.1985, c.398, eff. 1/2/86

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“a. The commission shall each year prepare a State Capital Improvement Plan containing its proposals for State spending for capital projects, which shall be consistent with the goals and provisions of the *State Development and Redevelopment Plan* adopted by the *State Planning Commission*.”

Municipal Land Use Law

Title 40. Municipalities and Counties. Ch.55D-Planning, Zoning, Etc. Municipal Land Use Law.

Article I. General Provisions: Site Plan Review

Effective 8/1/76

Amended by L.1991, c. 245 eff. 8/7/91

“Notice shall be given by personal service or certified mail to the *State Planning Commission* of a hearing on an application for development of property which exceeds 150 acres or 500 dwelling units. The notice shall include a copy of any maps or documents required to be on file with the municipal clerk pursuant to (N.J.S.A. 40:55D-10.b.).”

Title 40. Municipalities and Counties. Ch.55D-Planning, Zoning, Etc. Municipal Land Use Law.

Article 3. Master Plan: Preparation; Content; Modification

Effective 8/1/76

Amended by L.1991, c. 199 eff. 7/9/91

“The master plan shall include a specific policy statement indicating the relationship of the proposed development of the municipality, as developed in the master plan to (1) the master plan of contiguous municipalities, (2) the master plan of the county in which the municipality is located, (3) the *State Development and Redevelopment Plan* adopted pursuant to the “*State Planning Act*,” sections 1 through 12 of P.L. 1985, c.398 (C.52:18A-196 et seq.), and (4) the district solid waste management plan required pursuant to the provisions of the Solid Waste Management Act, P.L. 1970, c. 39 (C. 13:1E-1 et seq.) of the County in which the municipality is located.”

APPENDIX F
STATE AGENCY USE OF THE STATE PLAN: PROJECT PRIORITY

**F. STATE AGENCY USE OF THE STATE PLAN:
PROJECT PRIORITY**

The following is a list of programs administered by various State agencies that utilize the SDRP as part of its decision-making process in awarding grants, loans and the funding of projects.

1. **NJDOT** Transportation Enhancements
2. **NJDOT** Local Aid for Centers of Place and State Plan Implementation Program
3. **NJDOT** Project Priority System
4. **NJDOT** Discretionary Aid Pedestrian Projects
5. **NJDOT** Local Bicycle/Pedestrian Planning Assistance
6. **NJDCA** Small Cities Community Development Block Grant Program
 - Center Designation Fund
 - Public Facilities Fund
 - Housing Rehabilitation Fund
7. **NJDCA** Neighborhood Preservation Program
8. **HMFA** Low Income Housing Credit
9. **NJDEP** Environmental Trust Fund
 - Wastewater Assistance Program
 - Drinking Water State Revolving Fund Program
 - Stormwater Assistance Program
10. **NJDEP** Historic Preservation Planning Grants
11. **NJDEP** Green Acres Open Space and Recreation Plans
12. **NJDEP** Green Acres Project Priority System
13. **NJDEP** Lakes Restoration Program